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EXTERNAL AFFAIRS

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In this Issue

January 1960
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THE LAW OF THE SEA

THE PROBLEM OF WORLD POPULATION AND FOOD SUPPLY

TEN YEARS OF THE COLOMBO PLAN

COLOMBO PLAN CONFERENCE IN JOGJAKARTA

CANADA AND THE UNITED NATIONS



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EXTERNAL AFFAIRS

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In preparation for the Second United Nations Conference on the Law of the Sea opening in Geneva on March 17, 1960, the Canadian Government has prepared and distributed to other governments a pamphlet discussing the problems involved and the Canadian proposal for a solution to them. Because of the widespread interest in the Conference and the issues facing it, the text of the pamphlet is being reproduced in this issue of the Bulletin.

The Law of the Sea

A CANADIAN PROPOSAL

In putting forward the Canadian proposal, we do so with no claim that we have discovered any magic formula, but only in the hope that it may offer the possibility of agreement between the widely differing points of view which have already been expressed.¹

The Second United Nations Conference on the Law of the Sea, to be held in Geneva in March or April 1960, will provide a challenge to the nations of the world to crown the achievements of the First Conference by gaining a complete and viable code of international maritime law.

Achievements of First Conference on the Law of the Sea

The First Conference, held in Geneva in the spring of 1958, achieved a remarkable degree of success and, except for the measurement of the territorial sea and the measurement of a fishing zone, which was a new legal concept advanced for the first time at that Conference, the 113 articles which it approved embraced the whole field of the law of the sea, including that relating to the territorial sea, whatever its measurement might be. By a considerable margin the largest legal conference ever convened, it was also one of the most remarkable, adopting within the space of nine weeks five instruments dealing with nearly the entire scope of the law of the sea.

A Convention on the Territorial Sea and the Contiguous Zone codifies the rights and obligations of states in their territorial sea. It contains many articles of benefit to coastal states, such as those providing for a twelve-mile contiguous zone for customs, fiscal, sanitary and immigration purposes, for a twenty-four-mile closing line for bays, and for the application of the straight baseline system for determining, in certain circumstances, the starting point for measuring the territorial sea. In addition, it recognizes and regulates the right of innocent passage for ships through the territorial sea.

The Convention on the High Seas, proclaiming as its underlying principle the freedom of the high seas, gathers together into a single instrument a wide variety of rules relating to the high seas, including such matters as the nationality of ships, safety of life at sea and the prevention of water pollution.

A third Convention, on High Seas Fishing, was designed to maintain the productivity of the living resources of the high seas. It takes a new step forward in developing and applying the principles of conservation to the high seas and in recognizing the special interests of coastal states in the fishing resources in the high seas adjacent to their coasts.

¹ The Honourable George Drew, P.C., Q.C.,
Chairman of the Canadian Delegation,
Geneva, March 31, 1958.

The Convention on the Continental Shelf is of special importance since it is the first international instrument dealing with this subject. It grants to coastal states sovereign rights over the exploration and exploitation of the natural resources of the sea bed and subsoil of its coast to a depth of two hundred metres or to a greater depth if exploitation is possible.

Lastly, an optional protocol provides for the compulsory judicial settlement of disputes.

These achievements illustrate the immense scope of the work of the Conference.

Failure of the Conference to Agree on the Extent of the Territorial Sea or Fishing Zones

These instruments may not have achieved the recognition they deserve as important and far-reaching steps forward in maritime law, because attention has largely been focused on the failure to agree at Geneva on the questions of the breadth of the territorial sea and a coastal state's rights in the contiguous fishing zone.

The work of the Geneva Conference will, in fact, remain an incomplete edifice until it is supplemented and completed by clear and unequivocal rules on these matters. However, the failure to reach agreement on the questions of territorial sea and fishing limits was not looked upon as final; and, before the Conference adjourned, a resolution was adopted calling on the General Assembly of the United Nations at its next session to study the advisability of convening another conference to deal with the questions left unsettled by the 1958 Conference. This request was acted upon by the General Assembly at its thirteenth session in 1958; by an almost unanimous resolution, the Assembly asked the Secretary-General to convoke a Second Conference in March or April 1960 "for the purpose of considering further the questions of the breadth of the territorial sea and fishery limits". In the preamble to the resolution, the General Assembly recognized that agreement on these questions would be likely to "contribute substantially to the lessening of international tensions and to the preservation of world order and peace". The Second Conference will thus have an agenda limited to two items: territorial sea limits and fishing zones.

Territorial Sea and Coastal State Jurisdiction Before the First Conference

In the nineteenth century the three-mile limit for the breadth of the territorial sea was accepted by many but not all members of the international community of nations. In the course of the present century, and particularly after the failure of the Hague Codification Conference in 1930, a large and growing number of states have come to believe that the three-mile territorial limit was not adequate and have either extended their territorial seas beyond the three-mile limit, or have claimed jurisdiction over certain areas of the high seas for particular purposes. More than twenty nations have claimed jurisdiction over customs enforcement outside their territorial waters. A number of states have also claimed a contiguous zone for fiscal or sanitary purposes. In addition, over two dozen countries and territories have made claims to exercise limited jurisdiction over the continental

shelf adjacent to their territories. Obviously, the concept that a state's jurisdiction should end at three miles has been steadily losing support. Even before the First Conference, it had become clear that it was no longer in accord with what many states regarded as their essential needs.

Generally, maritime states such as the United States, the United Kingdom, various Western European countries and Japan have continued to favour the three-mile limit for the territorial sea. Canada, however, and other newer nations, have considered claims to jurisdiction for certain purposes beyond three miles, not because of any wish to interfere with the freedom of the high seas but through a desire to achieve greater control over the various economic resources found in their adjacent waters. The First Geneva Conference provided ample evidence of a strong and widely-held feeling that, since the three-mile territorial limit failed to reconcile the interests of certain maritime states and the essential needs of the newer and of coastal states, it could not become a satisfactory rule of law for the international community as a whole.

Preparatory Work by the International Law Commission

The International Law Commission had reached a similar conclusion. This committee of legal experts, created by the United Nations General Assembly, conducted a study for almost ten years of virtually every aspect of the law of the sea; it presented its recommendations in a report of seventy-three articles, comprising a suggested code for almost the entire range of maritime law. While agreeing on most other points, the Commission had been unable to make a definite recommendation on the breadth of the territorial sea. It had recognized that, while international practice was not uniform, international law did not permit an extension of the territorial sea beyond twelve miles. The Commission also admitted the basic legitimacy of claims to jurisdiction put forward by various states for customs, fiscal and sanitary purposes. It accordingly had recommended that states be allowed to establish a contiguous zone of twelve miles measured from the baselines for purposes of customs, sanitation and fiscal control. Thus it had been recognized clearly by the International Law Commission that states could possess jurisdiction over part of the high seas for particular purposes, without, however, having to extend their territorial seas.

The Two Problems at the First Conference

At the outset of the Conference a wide variety of proposals was put forward concerning the extent of a coastal state's jurisdiction with respect to fisheries and the territorial sea. By the time it ended, however, there emerged two basic methods of approach for dealing with this problem: one was to restrict the extent of the territorial seas to protect the principle of the freedom of the high seas, and to allow coastal states to have an exclusive fishing zone contiguous to their territorial sea; the other was to permit states to achieve their objectives by granting a wider territorial sea.

These two solutions were embodied in four main proposals,¹ none of which was able to muster the two-thirds majority support necessary for its adoption. The Canadian formula called for a six-mile territorial sea and an additional six-mile exclusive fishing zone. The United States proposal differed from the Canadian in that it recognized the right of states which had fished for a period of five years in the outer six-mile zone to continue to do so. An eight-power resolution would have granted each state the right to choose its own breadth of the territorial sea at any point between three and twelve miles, and to have an exclusive twelve-mile fishing zone if the territorial sea had not been extended to that limit. Finally, there was a proposal of the U.S.S.R. that each state should determine "as a rule" the breadth of its territorial sea within the limits of three to twelve miles.

The Canadian Proposal

The significance of the Canadian proposal to the First Conference on the Law of the Sea was that it distinguished between the questions of fishing in coastal waters and of the breadth of the territorial sea.

This Canadian solution was first put forward at the eleventh session of the General Assembly in 1956; it was designed to make agreement possible on the problem of extending national jurisdiction over coastal areas by separating the varying interests of a state in its adjacent waters. The International Law Commission had already proposed a separation of a number of particular interests. The Canadian proposal carried forward this scheme by enabling coastal states to obtain exclusive control over fishery resources in their adjacent seas without extending or attempting to extend their territorial seas for this purpose. The Canadian solution is thus based on the premise that the rule or formula which would prove satisfactory to the international community of nations must take into account the fact that any extension of the territorial sea must be consistent with the principle of the freedom of the high seas and that the rule or formula should satisfy the growing needs of coastal states for the fishery resources in their adjacent seas by granting to them an exclusive fisheries jurisdiction of twelve miles. The Canadian proposal was therefore advanced in the belief that it was (as it is now) a genuine compromise formula for reconciling the conflicting positions of those states which desire an extension of the territorial sea to twelve miles or more, and of those which seek to restrict any extension of a coastal state's jurisdiction over its adjacent seas. In suggesting a territorial sea of six miles, the Canadian proposal recognizes the concern of all states with the principle of the freedom of the high seas; and, by allowing a state a further six miles of exclusive fisheries jurisdiction, it grants to all coastal states the same measure of control over the economic resources of their adjacent seas as they would have under a twelve-mile territorial limit.

⁽¹⁾ See Annex for the text of these four proposals.

This proposal profoundly affected the course of the discussions when it was put forward at the 1958 Conference; in fact, it formed the principal content of several other plans at the Conference which rivalled the Canadian solution. At the 1960 Conference, it may be expected that once again there will be two fundamental approaches to the questions before the Conference: that of extending the territorial sea, and that of distinguishing between the fisheries interests of a coastal state and the territorial sea.

Second Conference on the Law of the Sea

The Second Conference is likely to be the last opportunity for many years to reach agreement on the questions of the breadth of the territorial sea and of a coastal state's fishing rights. It will thus be presented with a choice between the orderly development of international law and the chaos which could result from a failure to meet this challenge to create new principles for the law of the sea.

The Second Conference will no doubt begin its deliberations at the point where the 1958 Conference left off. It may be expected that there will be placed before the Conference, possibly at its outset, proposals on the territorial sea and on fishing limits substantially similar to those advanced during the First Conference. It may be assumed that the Conference will have before it proposals for the recognition of a three-to-twelve-mile territorial limit; for recognition of a six-mile territorial sea and of the interests at the same time of states concerned with distant-water fishing; and for a six-mile territorial sea and a further six-mile exclusive-fishing limit. There may be other formulae proposed for the solution of these two questions.

If the basic solutions advanced at the First Conference are analyzed, it will be seen that they had one fundamental point in common. The eight-power proposal for a three-to-twelve-mile territorial sea, the proposal of the Soviet Union, the United States and Canadian solutions all recognized, implicitly or explicitly, that a state may claim jurisdiction over fishing in a twelve-mile zone contiguous to its coastline. In fact, more than eighty nations voted for a twelve-mile fishing jurisdiction in one or other of the forms in which it was advanced in the various proposals put forward at the Conference.

This clearly demonstrates that, in spite of the failure of the First Conference to reach agreement on the territorial sea and on fishing limits, almost the entire international community did agree on one crucial matter: a coastal state has a right to a twelve-mile fishery jurisdiction. In view of this wide measure of agreement, there is good reason to hope that the next Conference may resolve the problems before it.

It is the Canadian view that the unqualified 'six plus six' formula will come closest to meeting the needs of all states, thus proving an acceptable compromise at the next Conference. The reasons for this may be seen from a comparison of the Canadian formula with other solutions.

The Canadian formula differs from the proposal for a three-to-twelve-mile territorial sea in that it grants to coastal states all the advantages which they

would gain under a twelve-mile territorial sea without the disadvantages which would follow from extending the territorial sea to that limit. The Canadian solution differs from the United States six plus six formula put forward at the last Conference in that it does not deal with the existence of "traditional" fishing rights in the outer six-mile zone.¹

Disadvantages of a Twelve-Mile Territorial Sea—

Effect on Security and Communications

The proposal for a three-to-twelve-mile territorial sea would recognize a twelve-mile territorial sea limit and, if approved, would likely lead to the general adoption of a twelve-mile territorial sea. The Canadian solution calls for a six-mile territorial sea, the widest possible limit compatible with the principle of the freedom of the high seas. A six-mile limit for the territorial sea would not detract from the rights of coastal states; on the contrary, combined with other rules, it would provide coastal states with greater advantages than they would obtain under a general twelve-mile territorial sea limit.

Thus, if the Canadian solution were approved by the Second Conference, all coastal states would acquire a six-mile territorial sea, and a further six-mile exclusive fishing zone. Under Article 24 of the Convention on the Territorial Sea and the Contiguous Zone, coastal states would also obtain, in the outer six-mile zone, control for customs, fiscal, immigration and sanitary purposes. The *only* additional interest of a coastal state which a twelve-mile territorial sea might be thought to protect is that of security. There are, however, a number of reasons, particularly in the nuclear age, to suggest that the extension of the territorial sea beyond six miles does not necessarily provide increased security, but, rather, might reduce the very security which a coastal state is thus attempting to achieve. For example, an extension of a state's territorial sea to twelve miles might, if that state were neutral in time of war, be more likely to involve it in a limited conflict because of the greater difficulty in protecting its neutrality rights in the wider territorial sea. With the territorial sea extended there would, moreover, be an additional area in which the right of innocent passage would be applicable, with the probable result of increased occasions for dispute.

It would seem that the security of a state might be better ensured by other methods under international law, rather than by the extension of territorial waters. Such measures are already provided for by the rights of self-defence, and of hot pursuit (approved in Article Twenty-Three of the Convention on the High Seas), and by laws which enable countries, in certain circumstances, to take action on the high seas to punish violations committed within their territorial seas. Naval demonstrations, moreover, can be more effectively dealt with under the United Nations Charter (Articles 2(4), 10 and others), rather than through an extension of the territorial sea.

¹ See page 442 for a discussion of the Canadian view on methods for dealing with problems arising in the outer six-mile zone.

The containment of local conflicts, the maintenance of collective security and the preservation of peace in the world through the United Nations would also be hindered by an increase in the extent of the territorial sea.

There are additional difficulties involved in extending the territorial sea beyond six miles. Unrestricted access by each country to all areas of the world by sea and air without transgressing foreign territory, neutral or not, is important for maintaining the easy flow of commerce. The flow of commerce is uninterrupted and unimpeded only because the high seas are free. An extension of the territorial sea beyond six miles would mean restricted access to hundreds of thousands of square miles of seas now available for the free use of every country in the world. It would also transfer to the territorial waters of various states twenty-two important connecting bodies of water in different parts of the world which are now high seas for the use of all countries.

The consequences might mean longer commercial runs, increased shipping costs, less revenue to the producer and higher prices to the consumer. Further, increased shipping costs would ultimately have to be borne by the countries dependent upon sea-borne commerce for their economic existence or development. It is seen, therefore, that any extension of the territorial sea beyond six miles might be exceedingly costly.

It is the duty of a coastal state to administer and patrol effectively its territorial sea. An increased territorial sea would require larger governmental expenditures not only to administer and patrol, but to increase and to maintain navigational aids.

Any extension of the territorial sea beyond six miles would also interfere with the freedom of the air, in that, by reducing the total free area of the high seas, it would also reduce the free airspace above them. Since there is no rule of law recognizing the right of innocent passage through the airspace over the territorial sea of a state, it is clear that to extend the territorial sea to twelve miles would affect many areas of importance to international air navigation. In an age of ever-growing air travel, such a reduction of free airspace and the denial of free access to areas important for international air navigation should be a matter of concern to all states.

In conclusion, in the Canadian view there are no specific advantages in securing a twelve-mile territorial sea which a coastal state would not acquire through the unqualified six-plus-six formula, together with existing international laws and conventions. By claiming a twelve-mile territorial sea limit, there would, however, be clear disadvantages for all coastal states in sea and aerial navigation, affecting both the security and commercial interests of all nations.

The Fisheries Question—Methods of Dealing with Problems in the Outer Six-Mile Zone

In addition to a six-mile territorial sea-limit, the Canadian proposal provides for an exclusive twelve-mile fishing zone, measured from the same baselines as those of the territorial sea.

Conservation has, of course, done much to maintain the productivity of the living resources of the high seas, and, as it has now received full expression in the Convention of High Seas Fishing adopted by the International Conference on the Law of the Sea, it will play an increasingly important role in ensuring that the living resources of the sea will not be exploited to the detriment of the coastal states or of the world community. But the conservation principle, while recognizing the special interests of coastal states in maintaining the productivity of the living resources in their adjacent seas, does not reserve a reasonable coastal belt for the use of fishermen of the coastal states, even though many of their communities may largely depend for their livelihood on the preservation of the fishing stock in the nearby seas. It is to achieve this purpose that the Canadian proposal provides for more adequate fisheries jurisdiction extending six miles beyond the territorial sea.

While some emphasis appears to have been placed in public discussions on the differences between the United States and Canadian proposals at the First Geneva Conference, these proposals have, in reality, a great deal in common. As distinct from other proposals, both aim, in the interest of the freedom of the seas and for general reasons of peace and security, at restricting the limit of the territorial sea to a maximum of six miles. Both also accept the concept of a separate contiguous fishing zone comprising a further six miles.

The only difference between the two proposals relates to "traditional" or "historic" fishing rights. These are rights claimed in the six-to-twelve-mile zone adjacent to certain states by countries whose fishermen have in the past carried on and who continue to carry on distant-water fishing operations in that zone.

The newer nations of the world do not and, in the nature of things, cannot possess "traditional" fishing rights in distant waters; nor do they very often possess as yet well-developed fisheries in their own off-shore areas. It is, however, quite natural that these states, bearing in mind the need of their expanding populations and their future requirements, should be looking to the living resources in the waters adjacent to their coasts as the source of an important and sometimes vital food supply. The Canadian proposal acknowledges the right of coastal states to achieve greater economic security and stability for their own people.

Unlike the United States proposal advanced at the 1958 Conference, the Canadian six-plus-six formula does not attempt to deal with the question of "traditional" fishing rights. In providing for an exclusive twelve-mile fishing zone, the Canadian solution contains, instead, an easily applied and uncomplicated formula capable of universal and uniform application. The Canadian formula does not attempt to deal with these questions because of the fact that fishing practices of states vary from area to area. Thus, the adoption of a new rule of international law, such as that envisaged in the Canadian proposal, may be expected to have implications for certain countries which it would not have for others. Consequently, the question of the recognition of "traditional" fishing rights or that of making allowances or adjustments for fishing operations now

being carried on in the six-to-twelve-mile zone can more appropriately be dealt with through supplementary bilateral or multilateral agreements, rather than by attempts to mould the universal rule of law in such a way as to regulate or dispose of questions which are essentially particular and local in nature.

The desirability of dealing with this type of question or difficulty on a bilateral or multilateral basis was clearly stated by Sir Pierson Dixon at the United Nations General Assembly when he pointed out that:

We have repeatedly said that these are matters to be settled by negotiation and by the conclusion of agreements such as those we have reached, for instance, with the Soviet Government and with the Danish Government in respect of the Faroes.¹

Another reason suggests that the question of "traditional" or "historical" fishing rights can more appropriately be dealt with by bilateral or multilateral supplementary agreements rather than by the rule of law itself. The concept of "traditional" fishing rights is uncertain and controversial; it has not been recognized by any rule of international law, or adjudicated upon by any international judicial tribunal. It may be relevant to mention that, in allowing the straight baseline system to be used, in certain circumstances, as a basis for measuring the breadth of the territorial sea and in allowing a twenty-four-mile limit for the closing of bays, the First Geneva Conference did not make provision for traditional fishing claims which may be affected in these waters.

If "traditional" fishing rights are, however, claimed by one state and denied by another, it would seem that the most satisfactory way to deal with the dispute is not through attempting to formulate the rule of law in such a way as to recognize the claim, regardless of the particular historical, geographic, economic or other local circumstances which might be involved, but through bilateral negotiations carried out by the states concerned. The substance of such supplementary agreements or understandings may, of course, differ according to circumstances, for they are primarily a matter for the parties concerned. In the event that agreement cannot be reached, then the parties to the dispute are obliged to settle the question by pacific means such as conciliation and arbitration, in accordance with obligations contained in the United Nations Charter.

To adopt this approach to the question of "traditional" fishing rights has the important additional advantage of flexibility. Agreements between two states or groups of states can be modified or revised in such a way as to meet new needs and circumstances and to take account of developments affecting the precise interests which are the subject of the agreement. On the other hand, once a rule of law is established, it is likely to acquire a permanence and universality which may be undesirable in an area where change is constant and where particular conditions and circumstances may be swiftly altered by technological developments.

The fundamental problem, of course, consists in formulating a new rule of international law which will meet the interests and aspirations of the international

⁽¹⁾ 821st Plenary Meeting, Fourteenth Session, October 5, 1959.

community as a whole. In the absence of such a generally acceptable and accepted rule of law, an increasing number of coastal states may well reach the conclusion that they have no choice but to try to bring about by unilateral action the kind of rule which will enable them to achieve what they consider to be their legitimate objectives. Developments since the 1958 Conference have already given some indication of the future problems which would be likely to arise if no agreement is reached at the next Conference on precise fishing limits. While the adoption of a new rule of international law, such as that envisaged in the Canadian proposal, may adversely affect a few countries at first, it seems clear that in the long run the order and the certainty which will ensue will be of great advantage to all states. Any short-run disadvantages that might result for certain states will be substantially less serious than those which may be expected to follow from the failure of the Conference.

The Prospects for the 1960 Conference

It can be seen that the problems facing the Second Conference are indeed of concern to all States. In seeking to formulate new rules of international law to govern the breadth of the territorial sea and the fishing jurisdiction of coastal states, the Conference will be undertaking a task of critical importance both for the development of international law and for the maintenance of peace among nations.

Rules of law on the breadth of the territorial sea and of fishing limits will complete the code of maritime law adopted at the First Conference. These new rules must take into consideration the political and economic realities of our time. If the new Conference does not give birth to such rules, the international community may have to face the existence of chaotic conditions where states decide what laws their interests require without regard to the interests of other states and the need for an international régime of law. The present situation will tend to worsen with the passage of time and may create sources of increasing international friction, and a real impediment to friendly and peaceful relations between states. It is therefore important that all nations attending the Second Conference on the Law of the Sea do their utmost to ensure that the Conference succeeds in agreeing upon uniform principles of law to take their place in the international code of law of the sea.

The inability of the First Conference on the Law of the Sea to reach agreement on a rule of international law to govern the breadth of the territorial sea and the fishing jurisdiction of coastal states should not occasion pessimism for the success of the forthcoming Conference. We all know that, in addition to its other impressive achievements, reassuring progress, even on these two matters, was made at the earlier meeting. The Conference demonstrated clearly that the area of disagreement was not large; it was almost unanimous in the view that the extent of a coastal state's fishing jurisdiction should extend to, but should not exceed, twelve miles; in addition, there was a widespread conviction that the principle of the freedom of the high seas must be maintained.

The Second Geneva Conference will thus meet with several advantages: the principal areas of disagreement have been defined; states have now had a fair period of time in which to study the lessons of the First Conference and to consider how best to resolve the remaining differences. In addition, it seems likely that international developments in the period of time between the two Conferences have brought about an increasingly wide appreciation of the various elements of the problem and of the requirements of a satisfactory solution.

When the possibilities for the success of the next Conference are examined, the unqualified six-plus-six proposal emerges, in our view, as the most hopeful. By recognizing in one formula the interests of all coastal states in the freedom of the high seas and in the resources of their adjacent waters, the Canadian solution embraces the basic areas of agreement reached at the First Conference; and since this formula reconciles the position of states seeking to secure an extension of the territorial sea and that of states seeking to restrict coastal jurisdiction, it provides, we believe, a common ground upon which nations with hitherto opposing views can unite in agreeing upon an equitable and effective solution to the problems facing the Conference.

ANNEX

The Canadian Proposal:

“1. A State is entitled to fix the breadth of its territorial sea up to a limit of six nautical miles measured from the baseline which may be applicable in conformity with articles 4 and 5.

“2. A State has a fishing zone contiguous to its territorial sea extending to a limit twelve nautical miles from the baseline from which the breadth of its territorial sea is measured in which it has the same rights in respect of fishing and the exploitation of the living resources of the sea as it has in its territorial sea.”

The United States Proposal:

“1. The maximum breadth of the territorial sea of any State shall be six miles.

“2. The coastal State shall in a zone having a maximum breadth of twelve miles, measured from the applicable baseline, determined as provided in these rules, have the same rights in respect of fishing and the exploitation of the living resources of the sea as it has in its territorial sea; provided that such rights shall be subject to the right of the vessels of any State whose vessels have fished regularly in that portion of the zone having a continuous baseline and located in the same major body of water for the period of five years immediately preceding the signature of this convention, to fish in the outer six miles of that portion of the zone, under obligation to observe therein such conservation regulations as are consistent with the rules on fisheries adopted by this conference and other rules of international law.

"3. Any dispute with respect to the interpretation or application of this article shall, at the request of any party to the dispute, be submitted to arbitration unless the parties agree to another method of peaceful solution.

"4. For the purpose of this convention the term 'mile' means a nautical mile (which is 1,852 metres); reckoned at sixty to one degree of latitude.

"5. As respects the parties thereto, the provisions of paragraph 2 of this article shall be subject to such bilateral or multilateral arrangements, if any, as may exist or be entered into.

NOTE: It is proposed that this article be entered into with the express understanding that each party to the convention undertakes to consider sympathetically the request of another party to consult on the question of whether the rights granted by the article are being exercised in such manner as to work an inequity upon one or more of the other parties and, if so, what measures should and can be taken to remedy the situation."

The U.S.S.R. Proposal:

"Each State shall determine the breadth of its territorial waters in accordance with established practice within the limits, as a rule, of three to twelve miles, having regard to historical and geographical conditions, economic interests, the interests of the security of the coastal State and the interests of international navigation."

The Eight-Power (Burma, Colombia, Indonesia, Mexico, Morocco, Saudi Arabia, United Arab Republic and Venezuela) Proposal:

"1. Every State is entitled to fix the breadth of its territorial sea up to a limit of twelve nautical miles measured from the baseline which may be applicable in conformity with articles 4 and 5.

"2. Where the breadth of its territorial sea is less than twelve nautical miles measured as above, a State has a fishing zone contiguous to its territorial sea extending to a limit twelve nautical miles from the baseline from which the breadth of its territorial sea is measured in which it has the same rights in respect of fishing and the exploitation of the living resources of the sea as it has in its territorial sea."

The Problem of World Population and Food Supply

IT WAS 161 years ago, in 1798, that the great English economist, Thomas Robert Malthus, first promulgated, in his "Essay on the Principle of Population", what has become known as the Malthusian Doctrine. Cut down to its bare essentials, the Doctrine held that, since population increases at a faster rate than does the means of increasing subsistence, the time would come when world population would be of such magnitude that world production of food would be insufficient to meet the world's needs, and either many would starve or all would be ill-fed. Malthus and his followers argued that the biological possibilities of growth in population are of such a nature that any given population is capable, in a very short period of time, of doubling its numbers. In new countries, where the maximum is most nearly approximated, populations have actually increased 100 per cent in twenty-five years. It was admitted, of course, that there are certain checks and balances tending to reduce this rate of increase, such as war and disease. In the 19th century the doctrine tended to fall into disrepute as, on the one hand, the Industrial Revolution revealed the hitherto undreamed-of productive power of agriculture, and on the other hand the willingness of people in certain areas of the world to control the rate of birth voluntarily became apparent. Nevertheless, in parts of the world, particularly in the Far East, population has tended to keep close to the maximum permitted by the means of subsistence.

Ironically enough, the technological and scientific advances associated with and following upon the heels of the Industrial Revolution, particularly those connected with medicine, have once again focussed attention on the Malthusian Doctrine. World population is growing at a rate faster than ever before. From 1650, the population of the world took 200 years to double itself. From 1850, it took only 100 years. In the first half of this century, despite two of the world's most devastating wars, the increase in population was 60 per cent. At the present rate of growth, the population of the world will double itself during the second half of the century. The advances made in preventive and curative medicine have been mainly responsible for this increase, as diseases which once decimated mankind have been eradicated or brought under control and as man's life expectancy has been steadily advanced.

The Tenth Conference of the Food and Agriculture Organization (FAO), which was held in Rome in November, devoted considerable attention to this problem of world population and food supply. The celebrated English historian, Arnold Joseph Toynbee, in delivering the first McDougall Memorial Lecture (inaugurated this year to commemorate the memory of Frank Lidgett McDougall, an Australian citizen and one of the leading figures in the Food and Agriculture

Organization since its foundation and until his death in 1958), chose as his title "Population and Food Supply". After paying tribute to the role which McDougall played in the establishment of FAO, Dr. Toynbee noted that the establishment of the Organization was not the only historic event that made the year 1945 a turning-point in history. The same year saw the harnessing of atomic energy as a weapon of warfare. Using a standard of humaneness as measurement, Dr. Toynbee viewed these two historic events of the year 1945 as opposite poles of the gamut of human achievement. Yet he noted an historical connexion between them, and a close one. "Both events", he said, "were consequences of an increase in Man's power that had been in progress since the dawn of history and had recently been accelerating. By 1945 Man was within sight of acquiring the power either to provide a humane standard of living — spiritual as well as material — for the whole human race or alternatively to commit 'genocide' — a new word that we have had to coin to describe an atrocity that was previously beyond our reach . . . To be human means to be free to choose between good and evil. Good and evil are always what they are. But the stakes of life and death are raised higher with each successive rise in mankind's power".

Noting that for the first time since the Paleolithic age, when man definitively got the upper hand over non-human nature, the human race is again in danger of extinction, Dr. Toynbee declared that we are now at the crossroads. Used constructively, atomic energy could bring in a new era of progress for mankind as distinctive as the past new eras inaugurated by the "invention" of agriculture and of metallurgy and by the Industrial Revolution. On the other hand, we could adopt the opposite philosophy — the philosophy of resignation. But as he pointed out:

"This defeatist philosophy has always been untrue to the facts. Man has always had some freedom of choice ever since he became human; but, when his power was in its infancy, his freedom was not so obvious as it is today. In those days he felt himself helpless in the face of forces that, today, we know that we can control if we choose. Man once felt impotent, for example, in face of the three classic scourges of human life: war, pestilence, and famine. An invasion by human aggressors was, for our forefathers, on a par with an invasion by locusts. Their onset was inexorable; so there is nothing that you can do with them but fight them, and, if you failed to destroy them, they will devour your crops and thus destroy you. It had not yet occurred to people that their human enemies, being human, could be reasoned with, and that perhaps both parties, when they talked it over, might find that they had a common interest in keeping the peace, and basing it on agreed mutual concessions. Instead, tribe felt tribe to be unamenable to anything but force as Man has found locusts to be. As for pestilence and famine, these too, like war, were accepted as being acts of God. How could Man ban disease or influence the weather by taking thought? When God gave David a choice between famine, pestilence, and war as his punishment for an offence, David felt that God was doing him a great favour. Instead of



Professor Arnold J. Toynbee delivers the First McDougall Memorial Lecture at the 10th Conference of the Food and Agriculture Organization, in Rome, November 2, 1959.

leaving the choice to David, God might have made it Himself; or He might have inflicted David and his people with all three scourges at once.”

Dr. Toynbee developed this theme of choice as follows:

“Today we do not feel ourselves impotent against any of these three classic afflictions. We have taken up arms against pestilence, and have already made great progress towards stamping it out. Medicine — preventive and curative — has routed disease; and domestic animals and plants, as well as human beings, have benefitted by this human victory. Our victory in this field is now within sight of being consummated by an alliance between public health and nutrition: the marriage of health and agriculture, as Lord Bruce has called it. As for war, we know that we have the power to abolish it, if we have the will — and the incentive for having the will is now enormous. We have the power because we have formed the habit of negotiating and have long ago organized the channels for this. Even on the political plane, on which co-operation is hardest, we know

that we can build a world government if we choose. What about famine? This is the question that is of immediate concern to FAO. This ancient adversary of the human race is the one that FAO is commissioned to combat. We know that we can conquer famine too, but this operation may call for even more patience and tact than either of the other two”.

Choice, however, in Dr. Toynbee's view, is complicated by the fact that it entails the establishment of rational and humane control over the course of human affairs; to persuade even just two people to work in concert is hard; the difficulty of achieving harmony increases in geometrical progression with every addition to the number of the people that have to be induced to come into line. Stating this in practical terms, he observed that there is a difference in kind between rational measures for human welfare that can be carried out more or less effectively if there is agreement and co-operation between governments, and other measures that require personal decisions by private individuals in their hundreds of thousands. Governmental action, he pointed out, has been conspicuously effective in the field of preventive medicine—for the simple reason that this is not a controversial subject. Consequently, the measures of preventive medicine that have been adopted within the last hundred years have produced great efforts within a short time, and if the improvement of public health depended on preventive medicine only, its progress would be assured. But in Dr. Toynbee's view, preventive medicine is negative, as its very name implies. While it can liberate mankind from the toll that disease has taken in the past, it cannot provide the positive constituents of human health and strength. “Health”, he said, “requires the marriage of effective preventive medicine with adequate nutrition; and this means eating the right kinds of food, not only in sufficient quantities, but in the right proportions . . . In the field of preventive medicine, the human race behaves today more or less like a single family. The combating of disease is conducted on a world-wide scale. Ideally, the production and distribution of the world's food ought to be organized on the same world-wide basis—indeed, it will have to be before long, if the world's rapidly increasing population is to continue to be fed. Yet, actually, for this purpose, the world is still divided into local units, each pursuing a rather narrowly self-interested policy. What food-stuffs shall be grown in each country, and what foreign food-stuffs its government shall allow to be imported, are still matters of political controversy and conflict. In this point, the humane objective of providing adequate nutrition for the whole human race is obstructed by the same kind of difficulty as the humane objective of abolishing war. There is a political difficulty in both cases.”

This political difficulty, Dr. Toynbee was quick to point out, is not the most formidable one to overcome, however. While a government has it in its power to remove restrictions on the import of foodstuffs, while it has a very large voice in deciding what foodstuffs, in what relative quantities, its own country shall produce, it cannot decide what its own subjects shall eat, or what diet parents shall give to their children. Choices on these decisions, which will make all the

difference between proper nutrition and malnutrition, lie with the individual wills of millions of men and women. Here lies the crux of the nutrition problem, said Dr. Toynbee. "The diet of the great majority of mankind is still determined by ancient habits, and these habits are fortified by prejudice. In so far as the actual diet differs from the right one, it is not enough for the governments to make the right diet accessible to their subjects. The subjects have to be persuaded individually to adopt it; this requires a campaign of mass-education; and this, in turn, requires work, money, and time."

It was at this point that Dr. Toynbee's remarks took on a Malthusian character, when he said:

"But diet is not the only field in which mass-education and mass-conversions are needed if mankind is to free itself from the menace of famine. Food of the right kinds in the right proportions has to be produced in sufficient quantities to feed the world's population, at whatever figure this may stand. The movement of population is decided by movements in the ratio between the death-rate and the birth-rate. Preventive medicine, applied by public authorities, has lately been reducing the death-rate, sensationally, in most parts of the world, including many of the most populous of the so-called "backward" countries. If this progress in preventive medicine were to be paralleled by a progress in the improvement of nutrition, the death-rate would fall still lower — especially the rate of infant mortality . . . But if mankind is now going to save itself from the casualties formerly inflicted on it by pestilence and by war, it is going to bring on itself the new problem of an inordinate increase in population. Our efforts to reduce the death-rate must be paralleled by conscious efforts to keep the birth-rate under control; for the resources of this planet, even if scientifically administered and husbanded for the benefit of the whole human family, will not suffice for ever to feed a population that is increasing *ad infinitum*. We may select the most desirable crops and livestock and raise them on the soils best suited to them; we may cultivate the sea, as the Japanese have begun to do. But, sooner or later, food production will reach its limit; and then, if population is still increasing, famine will do the execution that was done in the past by famine, pestilence and war combined".

Entering the controversial field of birth-control, Dr. Toynbee expressed the view that to let Nature take her extravagant course in the reproduction of the human race may have made sense in an age in which we were also letting her take her course in decimating mankind by the casualties of war, pestilence, and famine. Now, he said, we cannot, with impunity, cut down the death-rate and at the same time allow the birth-rate to go on taking Nature's course. Having asked what is the true end of Man, he replied as follows:

"Is it to populate the Earth with the maximum number of human beings that can be kept alive simultaneously by the world's maximum food supply? Or is it to enable human beings to lead the best kind of life that the spiritual limitations of human nature allow? The first of these two possible objectives

seems irrational. What matters, surely, is not that the surface of this planet should hold, say, four thousand million instead of three thousand million living human beings; what matters is that living human beings, whatever their number, shall develop the highest capacities of their nature; and, if this is the true end of man, what we should aim at is the optimum size of population for this purpose in the economic and social circumstances of each successive generation. The optimum figure cannot, of course, be determined in impersonal terms. An upper limit may be set by the limits of the supplies of food and other necessary material commodities; but the lower limit will be set by considerations of what makes for the best in terms of individual lives. For most men and women, life is incomplete without marriage and children; and, for children, childhood may be incomplete without a minimum number of brothers and sisters. The good life that is to be the criterion of the optimum size of population means a good life for individuals in the setting of the family. But this objective is far removed from the objective of maximum numbers for their own sake”.

The solution to this problem is discussed by Dr. Toynbee in terms of co-operation among governments and in mass education, with the political part of the task only the beginning. The educational task, he believes, will take a great deal of time and cannot be hurried, since pressure would be likely to defeat its own purpose. In his lecture he described the problem in the following terms:

“This situation demands a high standard of self-restraint, patience and fortitude among the small minority of the human race that has the management of public affairs in its hands. The men and women who occupy these responsible positions today are aware of the dangers to which mankind is exposed in our time. They know that, until we have succeeded in abolishing war, we shall continue to be in danger of committing mass-suicide. They also know that, until we have succeeded in regulating the size of the world’s population, we shall be running a perilous race between the present inordinate increase in the world’s population and the expansion of the world’s food-supply through the joint efforts of statesmanship and science. While technically it is possible — and it is also the central task of FAO and of the Government — to double or treble the world’s food supply, this race has a time limit, considering that there must be a maximum beyond which mankind’s food supply cannot be expanded. Meanwhile, the statesmen and the scientists have to face the hard fact that, even if they know how these urgent problems can be solved, and even if they are of one mind in wishing to see the feasible solutions put into effect, their wills — even their united wills — will not prevail unless and until they are able to convert the rest of mankind. Myriads of minds will have to be enlightened, and myriads of wills will have to be induced to make myriads of difficult personal choices.”

Dr. Toynbee concluded his lecture on a note of sober optimism, in the following words:

“The enterprise of converting mankind is, no doubt, staggering in its magnitude, but we modern humanists are not the first that have had to undertake it. It has

been undertaken within the last 2500 years by the missionaries of the historic religions; and their vast achievements are precedents that ought to give courage and confidence to us. In our day we have material means at our command that the early Buddhist and Christian missionaries did not possess. The modern world has already been knit together, on the material plane, for good or evil. These material facilities will help us, but, by themselves, they are not enough to carry us to success. The missionaries of the historic religions were able to convert whole continents because they were working for the salvation of the men and women to whom they preached. They had faith that human nature would respond to this call, and it did. In our missionary work in our day we may not all be inspired by traditional religious beliefs, but we do all have the same objective as those who hold or have held them. We, too, are concerned for the salvation of our fellow human beings. We are concerned to move them to make individual choices that will bring a better life within the reach of them and their children. We too must have faith in the human nature that is common to all men. If we have this faith, we can be equal to the task of helping these millions of human beings to save themselves. We can help them to choose right in making Man's perennial choice between life and good and death and evil. But the decisions have to be taken by each one of us for himself. No one can take them for his neighbour."

An article in the next issue of the External Affairs Bulletin will be devoted to the measures adopted by the FAO Conference, in its "Freedom from Hunger Campaign", to initiate a programme aimed at meeting those problems outlined by Dr. Toynbee which fall within its competence.

Ten Years of the Colombo Plan

STATEMENT ISSUED BY MR. JOHN G. DIEFENBAKER, PRIME MINISTER
OF CANADA, ON JANUARY 14, 1960, THE TENTH ANNIVERSARY
OF THE CONCEPTION OF THE COLOMBO PLAN.

ON THIS occasion which marks the tenth anniversary of the conception of the Colombo Plan, I share with all Canadians and the peoples of the other Colombo Plan countries a feeling of justifiable pride in the great accomplishments which the Plan has made possible. The Colombo Plan arose out of, and in turn has contributed to, the realization that the economic progress of all parts of the world is an essential element of any satisfying and enduring peace. I refer not



*Prime Minister Diefenbaker on the engine
of the train that took him and his party
to Kandy. The engine is part of
Canada's Colombo Plan aid to Ceylon.*

only to the large hydro-electric projects, the irrigation schemes, the fisheries plants and the cement plants and the many other major undertakings which have been carried out under the Colombo Plan, but, as well, to the spirit of international co-operation and goodwill which is such an essential and inherent part of the Colombo Plan conception. Undoubtedly these many large projects for years to come will serve as worthy monuments to the skills, both human and mechanical, which went into their construction. Even more, they will stand as a lasting symbol of the spirit of international co-operation which has moved the peoples of a score of very different countries to pool their ideas and resources in what was, in 1950, and still remains, a unique and exciting experiment devoted to the welfare of humanity. The implementation of the Colombo Plan is an outstanding example of what individual nations can achieve when they unite in meeting their obligations to one another.

Canadians, together with the people of other Commonwealth nations, are especially proud of the role of the Commonwealth in starting and sustaining this great Plan. That the original idea was so quickly and effectively extended to other nations is an indication of the important and useful part which the Commonwealth can play in international affairs.

Our association with these other nations in Asia has been one of mutual co-operation from which all have been able to benefit to a significant degree. Canadians have contributed money, materials and personal skills and, in return, have gained enormously from the experience of working closely with the many people with whom they are associated in this venture.

For the future, the Colombo Plan idea holds great promise of advancement toward the fuller and better life which is the goal of the people of the many different nations which have had the good fortune to be joined together in it.

Colombo Plan Conference in Jogjakarta

THE Consultative Committee of the Colombo Plan met in Jogjakarta, Indonesia from November 11 to 14, 1959. Dr. Subandrio, Foreign Minister of Indonesia, presided over the meeting, at which representatives of the twenty-one countries participating in the Colombo Plan for Economic Development of South and Southeast Asia reviewed economic progress over the past year in the area embraced by the Plan and discussed objectives for the future. The Canadian Delegation was headed by the Solicitor General, the Hon. Leon Balcer, and included officials from the Departments of External Affairs, Finance and Trade and Commerce.

One of the major tasks of the annual meeting of the Consultative Committee, which is held each year in a different member country of the Colombo Plan, is to prepare an Annual Report. As there is no central fund or secretariat for the Colombo Plan and all economic assistance is carried out through bilateral arrangements between individual member countries, it is important to draw up a periodic survey of the activities that are going forward under the Plan. The preparation of the Annual Report focusses the attention of all participants in the Plan on what has been accomplished and what remains to be done in the years ahead. As in other years, the report for 1959, which is the eighth since the Plan came into operation, was drafted by officials who met, beginning on October 26, in advance of the main conference. The report was then considered and approved by the Ministers in the formal meeting of the Consultative Committee.

In form the Annual Report of the Colombo Plan consists of three parts. The first contains a broad review of economic progress in South and Southeast Asia and observations on the task ahead. The second part of the report consists of a series of "country chapters" setting out the economic and financial situation in each of the countries in the Colombo Plan area, the progress achieved in various spheres of development and the future prospects. The third section of the report reviews the contributions made by donor countries to the development of the area. It should be noted that this section of the report is not confined to the contributions of overseas countries but that it also surveys what has been done by countries within the area to aid one another, in keeping with the principle of co-operative economic development on which the Colombo Plan is predicated.

Task Ahead

In considering progress in economic development in the Colombo Plan area as a whole, the Consultative Committee was able to note that economic trends were more encouraging in 1959 than they had been the previous year, when world economic conditions had tended to aggravate the difficulties of countries in South and Southeast Asia. Member states appeared to be more optimistic about the availability of resources for continuing their development programmes in 1960 than they had been one year before when the Consultative Committee met in



Mr. Léon Balcer (centre), leader of the Canadian Delegation to the recent meeting of the Colombo Plan Consultative Committee in Jogjakarta, Indonesia, during one of the Committee's sessions.

Seattle. The Committee, however, found it necessary to emphasize the size of the task that is still ahead and the necessity of not relaxing in any way the efforts of all the countries concerned. In the chapter of the Annual Report headed "The Task Ahead", the members restated the objective in the following words:

The goal is to enable the free nations of the area to achieve a momentum of economic progress which will make it possible for them to go forward in self-reliant growth.

One subject to which the Committee gave somewhat more attention than previously was that of the rate of population growth in the Colombo Plan area. It was recommended that countries be asked to submit special information on this subject for consideration at the next meeting of the Consultative Committee and also that a special section of the next Annual Report be devoted to this subject. Another topic to which special attention was directed was the role of private capital in economic development. After noting that both capital itself and managerial and technical skills needed to be attracted, the Committee recorded that it is necessary to give consideration to various techniques of attracting capital, including such devices as investment information centres.

Colombo Plan to Continue

One of the important decisions that had to be taken at this meeting of the Consultative Committee concerned the extension of the Colombo Plan beyond the year 1961. When the Plan was brought into being in 1950, it was envisaged that it should continue until 1957. In 1955 the future of the Plan was considered at a meeting of the Consultative Committee in Singapore and it was then decided to continue the Plan until June 1961 and to reconsider its future in 1959. At this year's meeting there was general recognition that the end of the task is by no means in sight and there was no suggestion that the Plan should not be extended. It was agreed that the Colombo Plan should continue for another five years beyond 1961 and that the Consultative Committee meeting in 1964 will consider an extension for a further period.

Full Membership Status

It was agreed at the Jogjakarta meeting to admit Singapore to full membership in the Colombo Plan. Singapore has been a participant in the Plan for some years and has been represented at meetings of the Consultative Committee, its representatives being members of the United Kingdom Delegation. With the attainment in 1959 of full internal self-government in Singapore, it was agreed by the Consultative Committee that it would be appropriate to accord the representatives of Singapore the status of full participants.

Other decisions taken at the Jogjakarta meeting were:

- (a) to hold the next meeting of the Consultative Committee in Tokyo in the fall of 1960;
- (b) to mark the tenth anniversary of the concept of the Colombo Plan on January 14, 1960, by appropriate national publicity programmes; to celebrate the beginning of operations under the Plan beginning July 1, 1961; and to take the occasion of the meeting of the Consultative Committee in 1961 as a climax to the commemoration of the ten years that operations under the Plan will have been in progress.

Key Principle

Apart from such formal activities of the Consultative Committee meeting as have been mentioned, including the preparation of the Annual Report and the decisions on the extension of the Plan and on future meetings of the Committee, a very important aspect of every Colombo Plan meeting is the fact that Ministers and officials from all the member countries are brought together for a period of two or three weeks during which they are constantly exchanging information and developing closer understanding. The key principle of the Colombo Plan is co-operation in economic development. To adhere to this principle it is important that those concerned with operations under the Plan in the participating countries should have the greatest possible knowledge of one another's problems, procedures and methods of operation. Those concerned with administering the Colombo Plan are often physically separated by half the world's circumference and it is

of the greatest value to them to have the opportunity provided by these annual meetings to discuss frankly and informally ways in which the administration of the Plan can be made more effective and its goals more quickly attained.

In his first statement at the Jogjakarta meeting, in response to the address of welcome by the Indonesian Foreign Minister, the Hon. Leon Balcer stated the Canadian view of the purpose and value of the Consultative Committee's meeting in the following words:

The Consultative Committee of the Colombo Plan is about to start its discussions in a friendly and inspiring atmosphere. We are members of an organization founded almost ten years ago through the initiative of governments of the Commonwealth. It is an organization which has no secretariat, and the flexibility of its procedures is one of its chief characteristics. It is co-operative in character and its activities are generally negotiated and applied bilaterally. And yet, we meet each year to review our work, to plan for the future. Such meetings enable us, as nations, to get closer through personal contacts, through an accounting procedure based on mutual frankness and because of the results we achieve in this way. The fact that, in difficult times such as these, 21 nations can thus meet in this spirit of good understanding and co-operation, and that these 21 nations can arrive at mutual agreement, justifies the belief that much hope still remains for this troubled world.

... Canada is proud to have a part in this historic movement in aiding the countries of Asia. The philosophy underlying our participation was expressed by our Prime Minister, Mr. Diefenbaker, over a year ago when he said that: "The good citizen and the good nation must recognize their obligations to the broad community of man."

The Algerian Question

WHEN THE Algerian question was brought up again for discussion in the First (Political) Committee of the United Nations General Assembly on December 1, 1959, the prospects for a peaceful solution appeared brighter than at any time during the three previous annual sessions at which it was debated. The improved outlook was due to the offer of self-determination with which the French Government had countered, ten weeks before, the insurgents' original demand for independence.

President de Gaulle gave assurances of his resolve to bring about an early end of the conflict which had torn Algeria since 1954, when he promised, on September 16, to let the inhabitants of this area decide freely on their future and to ask all Frenchmen to ratify this decision. He announced that the Algerians would be given the opportunity, once peace had returned to their land, to vote for one of three courses: outright secession from France, complete unity with France, or self-government in close association with France in matters of education, defence, external relations and economic development. He pointed out some of the drawbacks of the first two possibilities, secession leading inevitably to anarchy, and assimilation or, to use his own word, *francisation*, involving a radical change in the demographic composition of the French people, "which would then extend from Dunkirk to Tamanrasset." He barely outlined the third formula (providing for an autonomous federal structure linked with France) and implied that there would be room for elaboration before a plebiscite, a referendum or an election was held.

This popular consultation, whatever its form, will take place when pacification is achieved, within four years after the fighting has calmed down to such an extent that less than 200 persons are killed in a year as a result of terrorist attempts and ambushes. The Algerians will express their opinion through the exercise of universal suffrage, and foreign observers will be welcome to witness the voting. The rebels may settle with the competent authorities the conditions for their return, while their leaders will be allowed to play the part allotted to them by the votes of their fellow citizens.

In the circumstances, President de Gaulle's plan was designed to satisfy the aspirations towards self-determination of a large number of Algerian Muslims without endangering the position of the European minority or provoking a strong reaction from military and civilian groups who favour the maintenance of French rule. He made a major concession, consistently refused by his predecessors, by recognizing that Algeria is a separate entity and that its inhabitants can, if they wish, become fully independent. This proposal was later expanded by Cabinet Ministers, who intimated that the poll might be divided in two stages. The Algerians would be presented first with the alternative of secession or asso-

ciation with France. If, as the French Government expects, they rejected secession, they would then be called upon to indicate in what manner they would be united with France, either in the complete unity of *francisation* or in a looser form of association compatible with local autonomy.

President de Gaulle emphasized, in a press conference on November 10, that all Algerians "whoever they may be, wherever they may come from, whatever their programme, will be able, not only to take part in the voting, but also in the preparatory discussions to determine the modalities of the consultation, and in the campaign preceding the vote." He repeated that French officials were ready at any time to receive representatives of the rebel fighters under safe conduct and to negotiate with them a cease-fire, in secret or in public.

The "Provisional Government of the Algerian Republic" (GPRA), under Ferhat Abbas, is the political spokesman of the nationalist movement in Algeria. It has been recognized by seventeen states but not, of course, by France. The French Government is willing to discuss with its members or emissaries, as spokesmen for the combatants, military matters concerning the termination of hostilities, but not questions affecting the political future of the country, on the grounds that they hold no mandate from the Algerian people. The GPRA, as yet, has neither rejected in principle nor accepted in practice the French overtures. On November 20, it announced that five FLN leaders, captured by the French in 1956 during a plane trip from Rabat to Tunis and interned since then, had been charged with negotiating "conditions and safeguards concerning the implementation of self-determination." This counter-offer was unacceptable to President de Gaulle, who has consistently maintained that a cease-fire should be arranged before any steps are taken towards a political settlement.

It is against this background that the debate in the United Nations on the Algerian question opened with a statement by the Tunisian Representative commending President de Gaulle for having recognized the right of the Algerian people to determine freely their own political future and the GPRA for having accepted the application of self-determination as a solution. The military problem, he said, could not be discussed without agreeing on the means and guarantees of a political consultation. On behalf of 22 African and Asian countries, the Burmese Delegate introduced a draft resolution urging, "the two parties concerned to enter into *pourparlers* to determine the conditions necessary for the implementation as early as possible of the right of self-determination of the Algerian people, including conditions for a cease-fire."

The Vice-Chairman of the Canadian Delegation, Mr. W. B. Nesbitt, entered the debate to express Canada's confidence in President de Gaulle's intention and ability to carry out the liberal policy he had enunciated on September 16, and Canada's concern that some action, however well-intentioned, by the United Nations might hamper the chances of the peaceful solution to which this policy had opened the way. He suggested that it would not be necessary to vote on a resolution which would not only divide the Assembly, but would hinder, rather

than facilitate, a solution earnestly desired by all participants. The French Delegation absented itself from the debate. The statements of the majority of Asian and African delegates followed in general the lines of the Tunisian introduction of the GPRA's case. A number of Commonwealth, European and American delegations presented a point of view similar to that of Canada, while a few others supported the French contention that the question was outside the competence of the United Nations. The resolution was adopted on December 7, in the First Committee by a vote of 38 in favour, 26 against (including Canada) and 17 abstentions.

Before the vote Canada's position was explained. Since the debate had revealed such wide agreement on the principles, purposes and prospects for a solution, it was submitted that it would not be a responsible and helpful action to adopt a resolution emphasizing the remaining differences. "We are convinced," said the Canadian spokesman, "that such action would complicate rather than simplify the situation at a time when we all know that those concerned are making efforts to find a solution in peace and justice which will safeguard the legitimate rights of all involved."

The resolution adopted in Committee was revised by its sponsors and a softer version was introduced in plenary session of the General Assembly on December 12. The new text "recognized the right of the Algerian people to self-determination" and "urged the holding of *pourparlers* with a view to arranging a peaceful solution on the basis of the right to self-determination, in accordance with the Charter of the United Nations." The resolution was rejected, having failed to obtain the required two-thirds majority. The vote was 39 in favour, 22 against (including Canada) and 20 abstentions.



GOVERNMENT ADVISER ON DISARMAMENT

Lt.-Gen. E. L. M. Burns, former Commander of the United Nations Emergency Force, has been appointed Government Adviser on Disarmament. He will be responsible for advising the Government on all disarmament matters and will represent Canada in international discussions and negotiations relating to disarmament questions. As his first formal international assignment, General Burns will serve as Canadian Representative on the new Ten-Power Disarmament Committee.

Canada and the United Nations

THE Canadian viewpoint on several of the important matters occupying the attention of delegates to the fourteenth session of the United Nations General Assembly has been expressed in statements delivered by members of the Canadian Delegation.

The Question of Hungary

Mr. W. B. Nesbitt, Vice-Chairman of the Canadian Delegation, made the following statement in the General Assembly on December 8, 1959, during a discussion of the report of the United Nations Special Representative on the question of Hungary:

The Canadian Delegation comes to this discussion of the report of the United Nations Special Representative on the question of Hungary with a deep feeling for its immediate as well as long-run significance. We also come to this debate today with a sense of sadness that the Hungarian question should still be before us and should now be aggravated by new allegations of violations of human rights and a general disregard for the good opinion of many states.

The report of the Special Representative charges that a regime of great rigour and repression continues to operate in controlling the lives of the Hungarian people. If, in October-November 1956, this were a matter of proper human and constitutional concern for the United Nations, there is no reason to doubt the continuing right of the United Nations to be concerned in December 1959, when the allegations of repression remain as strong as they do in the report of the Special Representative.

The Canadian Delegation is aware of how often the Government of Hungary has denied the charges of repression and, too, how insistent has been its view, as well as the view of some small number of member states allied with it, that whatever has taken place or is taking place in Hungary is a matter essentially of domestic jurisdiction and, therefore, beyond the proper scope of the Assembly's legal interest.

Each member state is, of course, entitled to treat its internal security problems as matters essentially within its domestic jurisdiction. With this thesis the Canadian Government could have no quarrel. But when that criminal law and administration go so far as to offend the very spirit of the purposes and principles of the Charter, the issue may, in some of its aspects, become one of essential United Nations concern.

The Canadian Delegation cannot therefore accept either the denial of facts as such or the denial of a United Nations interest in this area. Our position rests on a simple proposition: bearing in mind the provisions of the Paris Peace Treaty of 1947 and its guarantees of independence and human rights for the people of

Hungary, and having in mind, too, the violent events in Hungary in October-November of 1956, the great majority of member states believed not only that there had been an unlawful "intervention" in the affairs of Hungary by another state causing great disruption there, but also that there had been important violations of human rights to which the United Nations could not be indifferent. Moreover, these violations continued long after the military intervention aspects had disappeared. These are facts of wide public knowledge and acceptance.

Indeed, it is possible to say that once the period of military intervention had passed, the behaviour of the Hungarian Government towards its own people involved so substantial an interference with the concept of decent levels of behaviour by states toward their peoples that the United Nations could not have remained indifferent. Moreover, if the Hungarian Government had wished to bring these allegations to an end, it could, at least, have provided some measure of co-operation with the United Nations in the various resolutions passed since 1956 inviting such co-operation, particularly by admitting United Nations representatives to make on-the-spot enquiries in order to be able to report back to the Assembly on the basis of a firm foundation of observed fact.

We all know the story. The present Government of Hungary, claiming the right of a sovereign state to be free from interference in its domestic affairs, has refused to permit any semblance of United Nations or other type of enquiry into the record of the regime since those events in the autumn of 1956. I presume that matters might have drifted in this way even with the appointment of the present United Nations Special Representative, whose report is now before us, had it not been for two recent developments. The first of these arises from the very considerable efforts that have been made by Prime Minister Macmillan, President Eisenhower and other Western leaders, and by Premier Khrushchov, to provide the foundations for a relaxation of tensions and for the possibility of conferences among the leading powers in order to deal with some of the more difficult problems now dividing them. A new spirit, whether described as of "Camp David" or simply as a fresh effort at a *detente*, now pervades many aspects of major dealings between the two sides in world politics today. Since it is well understood that the Government of Hungary has the closest of ties with the Government of the Soviet Union, it is a matter of great surprise to the Canadian Delegation that the friends of Hungary should not advise her on the political and moral inconsistency of the continuing unco-operative Hungarian attitude towards the ascertainment of facts about conditions there and towards the present search for a sound basis by both "camps" to approach, in a new spirit, their grave divisions.

But, if this were not enough to bring forcibly to our attention the substance of the Special Representative's report, there is in the opinion of the Canadian Delegation reason to believe, or at least to suspect, that new and shocking events may have taken place in recent months in Hungary. I refer here to paragraphs 30 to 34 of the Special Representative's report dealing with the recent allegations

that have appeared in the press of many parts of the world that many young persons had been held for trial since 1956 who at that time were below the age provided by Hungarian criminal law for the applications of severe penalties for certain political and kindred offences. I wish to say that my Government does not necessarily believe *all* the rumours that have been circulating for the past several weeks in Canada and the United States and that have been widely reported upon in the press of many countries. But I cannot deny that these reports have disturbed us greatly and that the people of Canada are deeply distressed at the possibility that they may be true.

I am aware that the nature of the evidence supporting these allegations of cruel judicial procedures toward young people may not be such as to satisfy objective observers desiring the most severe test for such evidence. Nevertheless, apart from newspaper reports, there is the already well-known Bulletin No. 9 of the International Commission of Jurists, which reports in some detail on trials held *in camera* on confessions obtained from young accused persons and on a number of executions. This bulletin, which is to be found as an appendix to a recent issue of the Journal of the International Commission of Jurists, cannot be dismissed easily. Too many responsible jurists, including many Canadians, are members of this organization for the seriousness of its efforts or the objectivity of its conclusions to be doubted.

I am well aware that on October 31, in a statement to the Budapest branch of the Hungarian Socialist Workers' Party, Mr. Janos Kadar, the First Secretary of the Central Committee, officially denied these allegations. But we are equally aware that official denials would be the natural response of a government and that it would be naive to have expected it to give any other statement.

Surely what is needed here are not denials but some gesture that would help dissipate this cloud of angry suspicion that now has begun again to cover the relations of Hungary and many member states. My Delegation desires only to see that the minds of decent people everywhere can somehow or other be satisfied that charges of this nature that have been made and referred to in the Special Representative's report are baseless and that the Government of Hungary, in the proper exercise of its own political powers, is behaving no differently than might be expected of any other state faced with normal questions of the maintenance of public order.

In my Government's opinion, the only way that the Government of Hungary could possibly satisfy sympathetic observers who do not wish to remain forever suspicious of the Government of Hungary is to permit some type of enquiry, whether by the United Nations or by any other acceptable agency.

Our insistence on due acceptance by the Government of Hungary of those resolutions of the Assembly that have regularly since 1956 invited the co-operation of Hungary in such enquiries does not preclude the possibility of other devices being employed if they could elicit impartial information that would satisfy those of us who are now deeply distressed by these charges. Surely the Govern-

ment of Hungary is concerned with its own good name in the world and in the United Nations. Surely it would want to set at rest the rising volume of distressed concern that now permeates the attitude of many member states toward it, with particular reference to these new charges concerning the trials and possible executions of young people. Would it not be possible for the Government of Hungary to invite the International Red Cross or some similar non-governmental religious or charitable organization to make appropriate enquiries and report back to the press of the world in such a way as to put to rest once and for all the suspicions and allegations arising from the charges so frequently made in recent weeks? The Canadian Government appeals sincerely to the Government of Hungary: Do you wish to make a contribution to the emerging relaxation of tensions and to the progress toward the Summit, that is the hope of all international politics at the moment, or do you wish to embitter relations and make that emerging *rapprochement*, however limited or extensive its character may be, difficult and perhaps impossible? Finally, I would ask what the Government of Hungary has to lose by such an enquiry, either by the Special Representative or any other agency designated by the Assembly or by some private organization. There surely can be no question of a challenge to its sovereignty or its independence. Its membership in this organization is testament to its status, and enquiries of the kind we suggest would not detract one whit from that status. But the continued refusal to permit enquiries *will* detract profoundly from that *other* status it no doubt wishes to maintain, that is, the status of a member of the family of nations whose good name in its treatment of its own people in the protection of their human rights is now under a very dark cloud.

My Delegation, as a co-sponsor of the resolution on Hungary, will therefore support any reasonable measures to encourage the Government of Hungary to co-operate in these efforts to avoid interference with the spirit of this new phase of international relations affecting all states today. We sincerely hope that the alleged events, harmful to the good name of the Government of Hungary in its treatment of young offenders, are not taking place as reported throughout the world. But we cannot be content with a silence that may imply damaging admissions. It is for the Government of Hungary to move all of us from suspicion to satisfaction, from a sense of distress to a knowledge that puts conscience to rest.

Peaceful Uses of Outer Space

Speaking in the First Committee, December 11, 1959, on the report of the Ad Hoc Committee on the Peaceful Uses of Outer Space, Mr. Nesbitt called for consideration by the Committee of the formulation of a rule that no part of space or of any celestial body may be appropriated by or be subjected to the jurisdiction of any state.

Text of Mr. Nesbitt's statement follows:

To begin with, my Delegation would like to express its gratification at the patience and spirit of co-operation and goodwill among the powers concerned that have made agreement on this question possible and have produced the draft resolution now before us. It is a matter of particular satisfaction that this agreement provides for the creation of a United Nations committee in which the countries with the most to contribute in this field will be able to participate. It has from the beginning been the goal of the Canadian Delegation to see agreement reached on the composition of an outer-space body which would be broadly representative, both functionally and geographically, and in which the powers with the greatest experience and expertise in outer-space science and technology would co-operate.

We are convinced that every effort should be made to avoid, with respect to outer space, the difficulties which have arisen with respect to nuclear weapons through the failure to develop international agreements at an early enough stage. For the promotion of the overriding interest of the community of nations in maintaining the freedom of space for peaceful, scientific and beneficial purposes, for the promotion of international scientific co-operation in the exploitation for the benefit of mankind of the potentialities of outer space, for the establishment of the rule of law in outer space while there is still time, for the promotion of an international regime for outer space — for all these purposes an indispensable first stage is the creation of a United Nations committee with a generally acceptable composition such as is proposed in the 12-power draft resolution.

Canada, which is a member of the new committee, as it was of the old, will of course dedicate itself to the achievement of the objectives for which the committee is being created and will do its best, as it did in the *ad hoc* committee, to make a contribution consistent with the knowledge and resources available to us.

While establishment of a permanent committee on outer space is a welcome and important event, we should at the same time not lose sight of the questions of substance which it involves, such as those covered in the *ad hoc* committee's report, or of the terms of reference of the new body. The ultimate end in view must of course be to promote international co-operation in, and international regulation of, the peaceful uses of outer space.

In approaching the work of the new committee, we should bear in mind that in scientific activities the concept of international co-operation has come to cover a whole range of activities: the traditional informal exchanges between scientists

of different nations; more formal exchanges arranged by non-governmental international scientific organizations; and arrangements through intergovernmental organizations such as the United Nations.] My Delegation considers it desirable to emphasize that the great preponderance of international scientific co-operation takes place through the traditional informal exchanges of the scientists themselves and, with a few significant exceptions, the objective of intergovernmental scientific activities should be to facilitate and supplement such exchanges but not to displace them. In this way the proposed international scientific conference can and should play an important role in the exchange of experience in the peaceful uses of outer space.

It is, of course, true that space research raises special problems because of its significance for defence and because of its extension beyond national boundaries. However, even in this field it is, we think, true that the best form of international co-operation would be through informal exchanges of scientists. The greatest contribution that the UN could make to the promotion of the peaceful uses of outer space would be to ensure that scientists throughout the world may pursue research in outer space with that freedom to exchange ideas and information that is traditional to scientists.

In suggesting that informal exchanges among scientists constitute the ideal in international scientific co-operation, and that the success of any UN activity in this area should be measured partly against its usefulness in promoting fuller collaboration between scientists, I would not wish to imply that the United Nations has no more direct role to play. It is clear that there are large areas of activity in space research that must ultimately become the responsibility of the United Nations, if only because activities in space are outside national boundaries and therefore raise legal and regulatory problems that can be settled amicably only in an international organization. It seems to my Delegation that the unique contribution to be made by the United Nations lies in these areas.]

However, to suggest that there are certain regulatory functions which are appropriate to the United Nations is not by any means to suggest that the United Nations itself should have the overriding responsibility. It is clear that some of the Specialized Agencies, in their respective fields, have a role to play. In their relationships to one another in the outer-space field it is desirable to avoid the competition which has posed difficulties for the United Nations in other fields. There is a danger otherwise that much useful energy may be expended to little profit; and we consider that the right basis for co-ordination must be established at an early stage. This is one of the questions which should be looked into at an appropriate stage in the discussions of the new committee.

In approaching its task, the committee will have the benefit of the very useful preliminary work which was done by the *ad hoc* committee, as outlined in its report in Document A/4141. This report, which will be available to members of the new committee, provides a very useful, objective, and, we believe, comprehensive account of what the United Nations and related organizations and other international bodies have already accomplished in international co-operation

in the peaceful uses of outer space. It also contains, in the sections dealing with the work of its technical and legal sub-committee, a broad indication of the problems of a scientific, technical, regulatory and legal nature which face mankind as it penetrates outer space, with some suggestions for possible approaches to the solution of these problems.

My Delegation considers that this report, which was adopted unanimously, is a very useful document, and we fully endorse the observations and tentative conclusions contained in it. We think that all concerned with its preparation are to be commended. They include the scientists and legal advisers to delegations, members of the Secretariat and above all the committee's distinguished chairman, Ambassador Matsudaira of Japan, as well as the other officers, Professor Ambrosini of Italy, who was chairman of the Legal Sub-Committee, Doctor Rose of my own country, who was chairman of the Technical Sub-Committee, and Ambassador Nisot of Belgium, the committee's rapporteur.

The pace of developments in the exploration of outer space has been so rapid that conclusions arrived at even as recently as six months ago, however tentatively they may have been expressed, may no longer be completely valid. Indeed, this possibility finds recognition in one of the general conclusions set out on page 60 of Document A/4141 where it is stated, and I quote, "Progress, plans and needs in connection with the peaceful uses of outer space should be reviewed again by the United Nations in about one year".

If such an early review is required on the organizational side with respect to the scientific and technological aspects of the peaceful uses of outer space, it is even more necessary, in the view of my Delegation, in respect of legal problems. In the course of any review of the legal problems, we consider that early consideration should be given to the whole range of problems relating to sovereignty in outer space. We are in complete agreement with the view expressed in paragraph 7 on page 63 of Document A/4141 that a comprehensive codification of space law is not practicable or desirable at the present stage of knowledge and development. However, we are also in agreement with the recognition given by the *ad hoc* committee to the need both to take timely constructive action and to make the law of space responsive to the facts of space.

In view of the physical penetration by man of the space beyond the earth's atmosphere and even beyond the earth's field of gravitation, my Delegation considers that one of the questions which the new committee should consider as a matter of priority is the formulation of a rule, and the means to gain universal acceptance of that rule, that no part of space or of any celestial body may be appropriated by or be subjected to the jurisdiction of any state. Perhaps this result could be achieved by the adoption by the General Assembly, on the advice of its Outer Space Committee, of a suitably-phrased declaration establishing this principle. Failure to take some such measure now to prevent the acquisition of legal rights in outer space may very well prejudice the ability of the community of nations later to devise equitable and wise rules to reflect the common interest and rights of all mankind in the utilization of space.

United Nations Emergency Force

Mr. W. Arthur Irwin, Canadian Representative in the Fifth Committee, made the following statement November 25 during the consideration of the financing of UNEF:

There are two major aspects of the matter we are now considering. One is the 1960 budget estimates for the United Nations Emergency Force; the other is the method by which these estimates are to be financed. I shall address myself first briefly to the estimates.

My Delegation notes that the Secretary-General recommends total expenditures of \$20.2 million. The Advisory Committee recommends a reduction to \$20 million but urges that efforts be made to hold expenditures within a revised target level of \$19.5 million. The Canadian Delegation supports the recommendation of the Advisory Committee.

Nevertheless, my Delegation observes with some concern that the estimates make no provision for compensation in respect of equipment, materials and supplies provided by governments to their contingents and financed by such governments. However, we recognize the desire of member states to keep the estimates to the minimum consistent with effective discharge of UNEF's basic functions. Consequently, though we believe it important to ensure that the reserve for equipment is adequate, we shall not press this issue at this time.

We would point out, however, that Canada, like other participants, has incurred heavy costs for equipment over the past three years. We believe it would be inequitable to expect the participants to carry such charges indefinitely. It is, therefore, hoped that the Assembly will address itself to this problem with a view to making arrangements in the near future on which interim payments for equipment would be based.

In the meantime, we believe that the report of this Committee should record that member states continue to recognize the United Nations' obligations for compensating governments for equipment and that they reaffirm their intention to meet that obligation as soon as possible.

I come now to the fundamental question of financing UNEF. This question has become fundamental because we are approaching a point at which our performance in this regard will determine whether or not the Force is to continue on its present basis or, indeed, to continue at all. My Delegation shares the view already so eloquently expressed by the Secretary-General and by many representatives in this Committee that UNEF is playing an essential role as a stabilizing influence in a delicate situation. We believe, moreover, that the extent to which it can continue to do so is a matter of vital concern not only to those in the area who benefit directly from its activities, but also to all member states. UNEF also has significance as a practical demonstration of the ability of the United Nations to take effective action for the maintenance of international peace and security. The ultimate success or failure of the Force could be a decisive factor in

determining whether the United Nations can develop its potential further in this direction. It is, therefore, a matter of prime importance both for the preservation of peace in the Middle East and for the prestige and authority of the UN that UNEF be provided with the means to carry out its tasks effectively.

The Canadian Government has consistently held the view that support for UNEF is a collective responsibility of all members of the UN, and that this responsibility should be discharged by assessing all members in accordance with the regular scale of assessments. We remain of this view. The Force was created without a dissenting vote and has been supported in principle by an overwhelming majority of the member states. Such collective decisions and policies as this will be meaningless, however, unless we are prepared not only to recognize but also to act on the principle of collective responsibility and collective sharing of financial obligations.

We recognize, however, that the existing basis of assessment for the UNEF budget has been a subject of considerable controversy, though it should be noted that the overwhelming majority of the replies to the Secretary-General's request for views pursuant to last year's resolution 1337 (XIII) has been in favour of the sharing of UNEF expenses among all members.

At one extreme, the Soviet Delegation has denied that UNEF was legally constituted or is a proper charge against member states. In this connection it is sufficient, I think, to recall that the U.S.S.R. did not vote against the establishment of UNEF and that the Soviet Delegation itself last year invoked the same General Assembly resolution 377 (V) in accordance with which the Force was established.

There are other delegations which support the Force and accept the principle of collective responsibility but question whether the principle is properly applied by use of the regular scale.

One suggestion is that the cost of UNEF should be borne in great part by the permanent members of the Security Council on the grounds that these states have special responsibilities under the Charter for the maintenance of international peace and security. There is no doubt that the so-called "Great Powers" do in practice have the greater shares of this responsibility, but the United Nations Charter does *not* give these states, or any other members, special responsibilities in this field. To give special responsibilities to the permanent members of the Security Council would be a violation of the basic principle of the sovereign equality of states which is explicitly recognized in the Charter and is embodied in the United Nations rule of one vote for one state. But once again it must be emphasized that with the political right and responsibility so established goes financial responsibility.

It has also been suggested that the cost of UNEF should be borne by those countries to whom this operation has been of special interest and benefit. In our view, this would throw into question the financing of a wide range of other United Nations activities that are of special interest to particular regions of the world. Those who seek to apply a separate scale of assessment based on the

benefit principle in the field of peace and security should give serious thought to its relevance to other United Nations activities. Establishment of separate scales of assessment for various activities unquestionably would jeopardize the Organization as it is at present constituted.

My Delegation appreciates the reasons which have motivated these suggestions. But we would point out that if the regular scale is an inequitable basis for the UNEF budget, it is also inequitable for the UN budget. The regular scale was established after lengthy discussion in this Assembly in which all relevant criteria, and especially capacity to pay, were taken into account. Moreover, it clearly recognizes that there is necessarily a high correlation between capacity to pay and the responsibility of a member state for maintaining peace and security.

Some delegations reject the principle of collective responsibility for maintenance of the Force and argue it should be financed by voluntary contributions. Welcome though voluntary contributions may be, we do not believe they can or should provide a complete answer. My Delegation is most grateful to those countries which have made such contributions and in particular to the United States and the United Kingdom for the generous gifts which they announced yesterday. But, as we see it, an operation so fundamental to the principal task of this Organization could not be allowed to rest entirely on the uncertain foundation of voluntary contributions. Moreover, such a procedure would in our view be inconsistent with the obligations of membership.

The record of financing of UNEF over the last three years has been extremely discouraging. The unsatisfactory pattern of payments which has plagued the Force since its inception still obtains. On October 31, 1959, a balance of \$19.5 million was still due on total assessments for the three years 1957 to 1959 of \$55.2 million. Twenty-six countries had paid nothing for 1957; 39 countries had paid nothing for 1958; and 50 had paid nothing for 1959. If this pattern persists, it is obvious that the future operation of the Force will be in real jeopardy.

The U.S.S.R. must bear a major share of the responsibility for this situation, but those member states which support the Force in principle but have not found it possible to meet their assessments also share in the responsibility.

If we believe in UNEF, then it follows we must make adequate financial provision for it. If we are not prepared to do this, then we shall be brought face to face with the serious consequences which would flow from its termination. The existing shortfall in payments cannot continue if the Force is to survive.

The Canadian Delegation, in company with the other co-sponsors of the draft resolution, recognizes, however, that some countries, because of foreign exchange difficulties, financial pressures arising out of economic development or other causes, face problems which make it difficult for them to meet obligations in respect of UNEF. We have studied this aspect of the matter carefully in the hope of finding some equitable means of lightening the burden of member states so situated. We believe the resolution before the Committee incorporates a solution which goes very far in this direction; and we hope that the spirit in which

it has been drafted will meet with a reciprocal response from those members who in the past have found it difficult to meet their obligations toward UNEF.

The solution proposed is incorporated in operative paragraph 2 of the draft resolution, which establishes the basis for distributing the benefits of voluntary contributions. Previously, voluntary contributions have been used to reduce the assessments of all members. Our feeling was that this method did not take sufficient account of the difficulties experienced by countries with the least capacity to pay. Accordingly, the proposed formula stipulates that first call on the benefits deriving from voluntary contributions shall go to countries with the lowest percentage assessments. The result would be to reduce their assessments by fifty per cent to the extent that voluntary contributions make this possible. Assessments of members with successively higher percentages would be reduced by a similar amount until voluntary contributions are exhausted.

We hope that this procedure will make it possible for member states which heretofore have not been able to meet their full assessments to pay the smaller amount. Not all member states may deem it necessary — or desirable — to accept any assessment reduced on this basis, particularly in view of the serious cash position of the Force. Accordingly, should a member state decide to forego the fifty per cent credit, under operative paragraph 4 of the resolution the amount involved would be credited to Section 9 of the estimates. This, of course, is the section under which amounts for equipment reserve are appropriated.

The Canadian authorities have been considering the possibility of foregoing any credit which might be available as a result of voluntary contributions. My Government's ultimate decision on this point will be determined in the light of the debate and the voting on the draft resolution and of the subsequent performance of other governments in discharging their financial obligations. The Canadian Delegation would hope that the performance of other governments in this respect would be such as to warrant payment by the Canadian Government of its full assessment. In reaching its decision, my Government will, of course, be bound to be influenced as well by the actions of other governments whose relation to the Force is similar to its own.

In conclusion, I express the hope that members of this Committee will eliminate any doubt as to the willingness of member states of the United Nations to continue UNEF as an effective instrument for the maintenance of international peace and security, by giving overwhelming support to the seven-power resolution now before us.

Economic and Social Council

Mrs. Alene Holt, Canadian Representative on the Third Committee, made a statement commenting as follows on references in the ECOSOC annual report for 1958-1959 to social and human rights questions:

We have before us the report of the Economic and Social Council for the period August 1, 1958, to July 31, 1959. Chapters VI and VII of this report dealing with social and human rights questions fall within the terms of reference of our Committee. We are therefore given an opportunity to comment on them.

Only a few pages long, these chapters can be read in a few minutes. However, it takes much longer than that to digest them and longer still to produce a constructive criticism that will do them justice. For one thing, the voluminous documentation they are based upon has first to be consulted at length and its very volume staggers the inexperienced mind bold enough to risk evaluating it.

For instance, in considering what can usefully be said on those chapters of the Council's Report which deal with social questions, one hardly knows where to begin. Perhaps the single fact of greatest social — and economic — significance has to do with the growth of the world's population. It is difficult to grasp the full implications of the statement, found in paragraph 449 of the Council's Report, that the present population of the world — 2,800 million — will increase by 1975 to between 3,600 million and 3,900 million, and that by the end of the present century it will rise to a figure somewhere between 5,000 and 7,000 million.

This spectacular rate of growth can perhaps be expressed more graphically in the following way. It took thousands of years of human history — from the beginning of time to the early part of the 19th century — for the world's population to reach the *one* billion mark. It took a century — from about 1830 to the 1930's — to add the second billion. It will take only a single generation — from about 1930 to 1965 or less — to add the third billion; only 15 years — from 1965 to 1980 — to reach the four billion mark; and in the final 20 years of the present century, we can expect a further addition to the world's population of from one to three billion human beings.

The mere recital of these figures of population reveals, more impressively than anything else could possibly do, the tremendous importance of the social problems with which national governments and the international agencies are attempting to cope. It is fair to say that, in recent decades particularly, much has been accomplished through national governments and through the efforts of international organizations to preserve life and health for hundreds of thousands, even millions, of human beings who would otherwise have been doomed to prolonged invalidity or premature death. Much more can be done to improve still further on what our health and welfare agencies, national and international, have already accomplished. Yet the very success we have achieved in preserving and prolonging human life and health creates additional problems and presents us with new challenges. The world's growing population must be fed; it must be clothed and housed. New cities must be built, new industries created, new jobs provided to meet the requirements of these added millions. All of this must be

accomplished without any weakening or undermining of the standards of well-being and security achieved after much struggle and effort by our present populations.

How do we mobilize our limited resources — both national and international — to meet the social and economic needs of our steadily rising population? How can we best provide a decent, adequate — even a slowly rising — standard of living for our ever-expanding human family without diminishing or weakening standards already attained? This is the challenge which presents itself in the field of national and international social welfare policy; and it is against this background that we must consider the various reports presented to the Social Commission and the Economic and Social Council.

These various documents do not, of course, provide any clear-cut, ready answers to the basic problems I have mentioned. They could not in fairness be expected to do so. The second International Survey of Programmes of Social Development provides, however, a valuable commentary on the efforts made at national and international levels throughout the four-year period 1953 to 1957 to maintain and improve social conditions on a wide variety of fronts. It is a courageous record of the efforts made, and in many respects an encouraging report of modest progress achieved, even though, as noted by the Secretary-General in his opening statement to the Council on the World Social Situation, the tempo of progress in the four-year period under review was slower on the whole than it had been in the immediate post-war period.

Particular mention should also be made of the Third International Survey of Training for Social Work prepared by the Secretary-General in accordance with a resolution passed by the Council several years ago at its 13th session. This survey, by decision of the Council at its session this summer, is now to go to governments for their comments. I do not propose, therefore, to offer any detailed observations at this time, beyond stating that, in the view of my Delegation, the success of most of the other programmes in the social field — whether they be housing, community development, social defence, family and child welfare, or social services in general — depends in the final analysis on the availability of the right kinds of personnel, properly trained, experienced and adequate in number to the tasks for which they are responsible. The Council and the Social Commission are, therefore, quite properly concerned to make sure that, through periodic surveys of the training facilities available in this field, the best possible technical advice and assistance should be made available to help governments in the development of sound and enlightened social-welfare programmes, and in the training and recruitment of competent social-welfare personnel to administer them.

Many of the aspects of social policy to which the Council and the Commission are directing their attention seem, to my Delegation at least, to be essentially matters of national or domestic concern; and it is difficult, except for those who are closely connected with these activities, to visualize the full extent of the opportunities for useful and constructive help which are open to international intergovernmental agencies. To my Delegation at least, it would appear that in

fields such as housing, social defence and the social services — to take but three examples — the scope and opportunity for international action is on the whole rather specialized and limited. To the extent that international action is called for and found to be practicable, it would seem to consist essentially of technical assistance and advice, provided through surveys, reports and studies such as those which the Council and the Commission have been receiving these last few years. I have no doubt that these reports and surveys can serve as valuable guides and standards for all governments concerned with social policy questions, particularly for those newly independent states which are faced with the responsibility of creating for the first time a network of modern social welfare services.

Technical assistance in the field of social policy is not, of course, limited to surveys and studies made by the United Nations Secretariat or by expert working groups. Through the Advisory Welfare Services programme, provision is also made for scholarships and fellowships which make it possible for selected individuals to visit other countries for the study of more advanced programmes in various social welfare fields. Technical assistance funds have also been provided for consultants and technical missions to countries requiring help in the setting up of new social welfare or training programmes. In Resolution 731 G of the 28th Session, the Council requests the General Assembly to increase the level of the budgetary appropriation for Advisory Welfare Services. My Delegation wishes to reserve its position with respect to this request until it has had an opportunity, presumably in the Fifth Committee, to examine in greater detail the evidence presented to the Council on which this recommendation for increased funds was based.

The Council, at its most recent session, also authorized the establishment of an expert group to study the organization and administration of social services. This study is the third in a series beginning with the Report on a Co-ordinated Policy on Family Levels of Living in 1956, and followed by the Report on National Social Service Programmes of 1959. It is the view of the Canadian Delegation that, by convening such expert groups as those referred to, and by circulating widely the reports which they produce for comment, criticism and study, the United Nations is providing the kind of technical guidance and assistance that will be of invaluable help to countries engaged in the strengthening and improvement of their social-welfare programmes. It goes almost without saying that these studies will be of even greater value to governments in countries which have recently acquired self-governing status, and which are now faced with the formidable task of building a new structure of social services fitted to the needs of their people, and also within the limits of their national resources.

Before passing on to other matters, I should like to make one more comment in connection with the section of the Council's report dealing with the world social situation. Page 79 of the International Survey of Programmes of Social Development refers to the world shortage of teachers and expresses the view that, to overcome this shortage, two measures have permanent value — "an increase in the facilities for training teachers and an improvement in the teachers' conditions of service". The development of the facilities mentioned in the Survey

does not depend only on the availability of national resources; it is also a function of the number of initiatives that are taken at the international level. In this respect I am pleased to report to the Committee that, at the recent Commonwealth Conference on education, Canada promised to provide teacher training for students from Colombo Plan countries under available Colombo Plan technical assistance funds.

Many points other than those with which I have concerned myself so far would warrant analysis. The scope of this statement compels me, unfortunately, to comment briefly on only two other sections of Chapter VI, i.e., those on UNICEF and the international control of narcotics.

Although Canada left the Executive Board of UNICEF at the end of 1958 after a long period of membership that began in 1946, my country has followed with great interest and has continued to support wholeheartedly the work accomplished by the United Nations Children's Fund. My Delegation feels that the Fund's contribution to the promotion of child welfare around the world should be fully commended by all. We have been particularly gratified at the praise which has continued to be bestowed upon UNICEF as an international agency exempt from political controversy.

All of us have witnessed the growth of this organization from an emergency programme of limited applications concerned with post-war Europe into a body collaborating with governments in initiating action of a continuing and expanding nature. In this connection, we have noted with particular interest the increased recognition by the UNICEF Executive Board of the importance of aid to encourage the training of national staff for the direction and supervision of certain programmes. We are referring to those programmes which aim at the betterment of those local institutions which can provide the education, especially of mothers, in child care, nutrition and disease prevention and control. This encouragement given to the development of such permanent services at the local level is gradually establishing UNICEF as a valuable complement to other technical assistance programmes. UNICEF is thereby fully manifesting that degree of flexibility necessary in helping various governments to deal with the diverse interrelated needs of children arising from hunger, disease and ignorance.

Nevertheless, we agree with the view of the Executive Board that the stress should remain on the eradication of those diseases which largely affect children, on basic maternal and child-welfare services, and on child nutrition. We say this because we are extremely conscious of the truly enormous task which remains to be done before children are assured of at least freedom from hunger and those diseases that breed in poverty and dirt and because we are also painfully aware of the growing disproportion between the 55 million children and mothers benefiting from UNICEF aided projects and the 550 million children in the countries receiving UNICEF aid.

Canada will, of course, maintain its interest in the Fund. We shall also strive for wide-spread support of this co-operative endeavour for which United Nations member states pool resources in order to reach common objectives.

... It can be seen from the Council's report that international action for the effective control of the use of narcotic drugs continues to be pursued along useful lines. Some progress is reported by the Commission on Narcotic Drugs in its efforts to bring illicit traffic to an end, but it is clear that the Commission feels that closer international co-operation would facilitate the achievement of additional successes in this field.

As a permanent member of the Commission, Canada is intimately associated with its work. For the last three years, the Canadian representative on the Commission has served as Chairman of its Illicit Traffic Committee. Canada has also contributed a member of the Middle East Narcotics Survey Mission.

I will now turn to Chapter VII of the Council's report. Actually, it is rather easy to draw a bridge between the chapter dealing with social questions and the one reviewing activities in the field of human rights since the two subjects are so intimately linked. It might even be said that one is the necessary partner of the other. On one hand, human rights cannot be fully enjoyed unless satisfactory social conditions prevail. On the other hand, it would be useless to work for the improvement of social conditions without respecting in parallel fundamental human rights.

Before human rights can be fully observed, however, they must first be properly defined and sufficient knowledge of the problem of ensuring their protection must be available. Here, in particular, lies the value of the seminars organized under the UN programme of advisory services in the field of human rights. Participants from countries in a certain area get together, discuss one subject fully and draw appropriate conclusions. In doing so, they are assured a valuable opportunity to pool their experience, knowledge and ideas on one subject while establishing at the same time useful contacts for the future. It is a matter of gratification for my Delegation that in 1959 participants from Canada attended two of the seminars organized by the Secretary-General under the advisory services programme.

One of those seminars was concerned with the question of the participation of women in public life, a subject which falls within the field of interest of the Commission on the Status of Women. I cannot, of course, mention the name of this Commission without expressing my country's pleasure at having been able to participate in the Commission's work during the last two years and the belief of my Delegation as to the value of the progress achieved in such fields as the political rights of women, the nationality of married women and the question of equal pay for equal work.

I would be remiss if, before closing my present statement, I did not express the appreciation of my Delegation to the Secretariat not only for the present report but also for their continuing work in the social and human rights field. There is no doubt in our mind that much of the progress that has been achieved in the study of these problems at the international level is due in large part to their persevering efforts and devotion.

Information from Non-Self-Governing Territories

The extent to which Canadian facilities have been made available to foreign students and steps taken by Canada to provide scholarship and other assistance to students from other countries were outlined by Mr. Heath Macquarrie, M.P., in the Fourth Committee, November 27, 1959, during a consideration of UN activities in respect of non-self-governing areas.

Mr. Macquarrie's statement follows:

When, in the course of the discussion on the report of the Trusteeship Council, I associated my Delegation with the emphasis in the Council's report on the importance of increasing educational opportunities for the inhabitants of trust territories, I stated that Canada offers educational assistance in a broad context rather than through programmes specifically directed to the inhabitants of trust territories or to the non-self-governing areas which we are considering at present. Canada shares with the other delegations assembled around this table a great concern and an intense interest in the difficulties facing all under-developed areas in the rapid training of indigenous peoples to occupy senior administrative, technical and juridical posts. Indeed we look upon this whole problem as one of major significance and importance and we are desirous of making our maximum contribution to its solution.

We like to think that the particular interest which my country, and I as its representative to this Committee, have in this question is derived mainly from the responsibility which Canada, as a nation richly gifted in natural wealth, feels towards under-developed countries. We like to see in our efforts in this regard not only a question of assistance but also a question of increased co-operation in the field of education generally. My country is interested not solely in providing technical assistance but also in helping developing countries meet the ever-increasing need for people equipped with the general training to serve in the elaborate and varied processes of a complex society.

There is yet another aspect to this whole question which I find quite appealing and regard as highly significant. It is this — that any form of educational assistance which brings young men and women from every part of the world to our country gives Canadians an increased knowledge and understanding of the wider problems and aspirations of the indigenous people of those lands. Plans for scholarships and fellowships not only give to scholars from other countries an opportunity to acquire training and knowledge in Canadian institutions but also imply an element of reciprocity through which selected young men and women from every part of the world gain a better understanding of the life, culture and institutions of other countries. But may I say . . . that Canadians too benefit by these arrangements no less than the smaller and newer countries. Through contacts with the young foreign scholars who come to Canada, our own young people are able to increase their knowledge and appreciation of the wider world and thereby enrich their understanding of their own land.

As one who has spent most of his professional life in universities I cannot forbear a personal expression of commendation upon the work of the students from other lands who have over the years enrolled in the institutions of higher learning in my country. They have made a splendid and notable contribution to the academic world and brought lustre to the halls of learning. The Canadian ethos has been formed of the merging of many cultural strands, our universities reflect this multicultural pattern. We welcome the inclusion in our student bodies of young people of differing geographic and cultural backgrounds — Canadian universities are in the liberal tradition which eschews political or nationalistic indoctrination or intellectual regimentation. They are therefore well suited to a broad programme of educational co-operation such as we are discussing under this item.

Of course, in working towards this lofty end my country has laboured under some disadvantages and faced obstacles which are only now being gradually eliminated. For one, our universities were, during the post-war years, crowded by great numbers of veterans seeking higher education under government assistance plans. In the years since, young Canadians have been seeking the advantages of higher education in ever-increasing numbers and our universities and colleges are faced with the need for providing greater accommodation for those desiring admission. At the present time, primary and high-school attendance is such that we can predict a continued increase in the number of our young people on university campuses. This trend we welcome and we are preparing for it at all levels of educational jurisdiction. It is a fact too that, because our country is geographically remote from most of those territories which are generally classified as under-developed areas, our institutions and the facilities available were relatively unknown. Countries wanting to send their students to Canada for higher training were sometimes faced with a currency problem. Further still, the federal character of the Canadian state and the fact that education falls within provincial jurisdiction has caused some misunderstanding outside Canada as to the total extent of our educational institutions.

Yet, despite all these difficulties, some sections of the world were near enough to be able to have their students make use of the facilities of Canadian universities and colleges. I give as an example The West Indies, from which large numbers of students have come yearly to study in our universities.

Today we might say that the prospects have brightened. Great progress has been achieved in ameliorating the crowded conditions of the post-war years. Also, a number of countries have by now managed to overcome the foreign exchange difficulties which had prevented them from sending their students to hard currency areas. There has also been an increasing awareness of the facilities available in Canada, even an awareness of the fact that some of our universities offer a full range of studies in two languages. The number of students from Vietnam, Laos and Cambodia, for example, is evidence of the fact that some

countries still feel the need of furthering the university training of their students in universities where French remains the main language of instruction.

Although in our federal state education is a field of provincial jurisdiction, the national government has nevertheless made significant contributions towards improving educational offerings both to our own young people and to students from outside Canada. This has been achieved through fellowship schemes such as the National Research Council post-doctorate awards and the Canada Council fellowships, to which I shall refer later. My country has also made significant financial contributions to the United Nations scholarship and fellowship programmes of technical assistance and has provided facilities for almost 500 scholars and fellows under plans arranged by the United Nations and the Specialized Agencies.

In September 1958, in Montreal, my country took the initiative in proposing an imaginative and far-reaching programme of Commonwealth co-operation in the broad field of education. We were interested in promoting wider understanding within the Commonwealth. We were desirous of providing greater opportunities in the less-developed areas. These aims were to be achieved by co-operative effort in the granting of scholarships, training and supply of teachers, and in the exchange of technical and educational knowledge.

Last summer, at Oxford, a Commonwealth Educational Conference was held to give concrete form to these ideas. And, as mentioned by Sir Andrew Cohen in his statement made last Tuesday, Canada has agreed to assume responsibility for 250 fellows at any one time under the new Commonwealth Scholarship Plan.

If our efforts may seem modest in comparison with what has been accomplished by countries with more direct responsibilities, the number of foreign students in my country has nevertheless steadily increased since World War II. At present foreign students studying in Canadian universities comprise 5.9 per cent of the total enrollment in our higher education institutions. Their number now amounts to 4,792. This represents an increase of about 50 per cent as compared with the figures for the year 1951-52.

I should not like to labour this point. Yet the fact remains that last year one out of every 16 students in Canadian institutions of higher learning was of foreign origin. Africa contributed a contingent of nearly 200 students, 17 of whom came from Ethiopia, 22 from Nigeria, 28 from Ghana and 16 from the United Arab Republic. The West Indies and the surrounding region furnished a greater number: 549 students came from Trinidad alone, 194 from Jamaica, 51 from the Barbados, 30 from Santa Lucia and St. Kitts. Nine hundred and seventy-six students came from which I could conveniently call Asia east of Afghanistan. Five hundred and forty-six came from Hong Kong; Ceylon sent us 17 students; India 152; Indonesia 49; Pakistan 52 and The Philippines 11. One hundred and fifty students came from Latin America: 32 from Venezuela, 12 from Peru, 41 from Cuba, 36 from British Honduras and 10 from Brazil.

Canada is pleased to be doing its share in providing facilities for all these students, many of whom are in our country at their own expense. As students of Canadian universities, these young people are fully eligible for the numerous scholarships and fellowships made available by private individuals or groups.

But apart from these stipends for which they are eligible, there are in Canada two far-reaching and well-established schemes of assistance open to students from abroad. One is the National Research Council post-doctorate fellowships tenable in Canadian universities or government laboratories. Another is the Canada Council scheme of non-resident fellowships. Six Africans profited by these awards during the last academic year alone. As awards they are very substantial, since they comprise travel to and from the student's home, full tuition fees (which in Canada are rather substantial) and a quite reasonable living allowance. In some cases an allocation for books is provided together with laboratory research facilities for students in the natural or applied sciences.

During 1959 there were also in Canada 11 African trainees under technical assistance programmes, bringing to 39 the total number who came to Canada from 1950 to June 1, 1959. Of course all these figures are exclusive of the training of scientific and technical personnel covered by the Colombo Plan. As indicated on page 18 of the Report on Offers of Study and Training Facilities Under Resolution 845 (IX) of November 22, 1954 (A/4196), Canada has supplied from July 1950 to January 1959 eighteen places for trainees from non-self-governing territories under the Colombo Plan Technical Co-operation Scheme.

Then, there is the system of scholarship exchange between Commonwealth countries which was agreed to this year at Oxford and to which I have already referred. Canada has undertaken to make available some 250 fellowships at any one time to students of other parts of the Commonwealth. Although it is not possible at this stage to predict how these places will be allocated, it is quite likely that many of them will be taken up by students from the under-developed areas of the Commonwealth. As with the Canada Council and the National Research Council awards, full provision will be made for travel funds and maintenance allowances. It is our hope that, when this scheme is implemented, Canada will be able to offer its contribution in all fields of requirements.

I have given a few indications of the perspective in which my country views this question of education. I have tried to point out the extent to which Canadian facilities have been made available to foreign students and what Canada is doing by way of scholarship aid and other related assistance.

It is our hope that more and more use will be made of our facilities and that the presence of foreign students in our universities will serve the dual purpose about which I talked at the beginning: the reciprocal achievement of understanding, experience and knowledge of each other's mutual problems and aspirations. The cumulative effect of such exchanges of ideas is, to my mind, one of the most valuable results of our efforts.

APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. J. J. McCardle posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris. Left Ottawa November 30, 1959.

Mr. E. B. Wang posted from the Canadian Embassy, Copenhagen to the Canadian Embassy, Oslo. Left Copenhagen November 30, 1959.

Mr. N. F. H. Berlis posted from the Canadian Embassy, Rome, to Ottawa. Left Rome December 2, 1959.

Mr. G. J. L. Choquette posted from the Canadian Embassy, Tokyo, to Ottawa. Left Tokyo December 6, 1959.

Miss V. Allen posted from Ottawa to the International Supervisory Commissions, Indochina. Left Ottawa December 9, 1959.

Mr. P. Tremblay appointed Canadian Ambassador to Chile. Left Ottawa December 21, 1959.

Mr. T. le M. Carter posted from the Imperial Defence College, London, to Ottawa. Left London December 21, 1959.

Mr. R. A. S. MacNeil, Attaché at the Office of the High Commissioner for Canada, London, died on November 26, 1959.

EXTERNAL AFFAIRS

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Canada Abroad at the Close of 1959

ADDRESS BY MR. HOWARD C. GREEN, SECRETARY OF STATE
FOR EXTERNAL AFFAIRS, TO THE ADVERTISING AND SALES
BUREAU, VANCOUVER BOARD OF TRADE, ON JANUARY 4, 1960.

TODAY Canadians enter the first full week of the 1960's — and I have thought it would be appropriate to give you a first-hand report of the part Canada is playing in the great international meetings which are such a feature of the fast-developing world scene; then, to speak briefly of our special relationship to other international groups and to certain individual countries.

As businessmen you will recognize that international affairs are not something remote — to be left to political leaders in London, Washington, Paris, Moscow and Ottawa — but rather that they have a direct and profound effect on every Canadian; in fact, unless there are peaceful stable conditions throughout the world, Canada will be one of the countries to suffer most because of her dependence on export trade.

" The great powers, with their large populations and stable internal markets are, in large measure, insulated against the economic consequences of world tension."/>

That is one reason why Canada not only must play her full part in international affairs but also must seek constantly to give leadership in building the kind of world society in which we can develop our country within the framework of an expanding world economy.

And make no mistake about it, Canada has an important part to play. In fact, for no nation is there a greater challenge in world affairs today or a greater opportunity for leadership than there is for Canada. Now, why do I say that? Let me illustrate my point by getting back to the great international meetings of our present day.

Role in North Atlantic Treaty Organization

I begin with a report on the important meetings of NATO which I attended in Paris less than three weeks ago.

I need not elaborate for you the reasons for setting up this fifteen-nation collective security organization, participation in which forms such an important part of Canada's foreign policy. The main one was that no state, however, powerful, can guarantee its security in the nuclear age by national action alone. Since its inception, over ten years ago, NATO has brought to all its members — large, medium and small — a high degree of security in the face of a serious Soviet military challenge — and that continues to be the function of the Alliance.

I think the fact which emerged most clearly at the recent meeting of NATO was that the nature of the Soviet challenge was in the process of change, that we

are entering upon a new phase of international relations in which, while the threat of war may well recede, competitive co-existence in the economic and ideological spheres will continue unabated. These new circumstances pose problems for NATO no less demanding than the threat of open aggression which first led to the creation of the Alliance — and they will require certain adjustments in NATO activities.

I came away from Paris convinced that all member nations realize this fact — and convinced also that there is a deep feeling of mutual confidence which will enable the Alliance to meet this new challenge. That spirit of inter-dependence is vital and to maintain and strengthen it calls for the fullest consultation at NATO meetings on all matters which significantly affect the Alliance.

It was for this reason that, when I addressed the Permanent Council in Paris last October, I urged that the December Ministerial Meeting, which was to coincide with the meeting of the Heads of Government of the United Kingdom, the United States, France and West Germany, should be so arranged as to allow for consultation with the other NATO members both before and after the Western summit meeting.

As you know, this suggestion was adopted with the result that the three powers who will represent the West at the summit talks with the Soviet Union not only had the benefit of the views of the Alliance as a whole prior to the Western summit meeting in Paris but were able to review their tentative conclusions with the other NATO partners in the meeting which followed on December 22. I can assure you that this was no perfunctory reporting on conclusions already reached. Indeed it produced one of the best spontaneous discussions of East-West problems that NATO has ever known.

Out of it emerged decisions which I am confident will ensure a cohesive approach by the West to summit talks with the Soviet Union. In the first place, the great powers are now pledged not to adopt final positions on items to be discussed at the summit without first submitting their tentative conclusions for the approval of the North Atlantic Council. Secondly, it was decided to set up a series of working groups within the NATO Council to assist the major powers in preparing their negotiating positions. Thus West Germany will be part of the working group on matters to do with Berlin and the re-unification of Germany; and Canada and Italy will similarly form part of the working group to prepare positions on disarmament. There is no reason why additional working groups cannot be constituted as necessary to deal with other topics at the East-West summit.

This means in a very real sense that NATO as a whole will have a sense of participation at the summit through the association of some of its members with the preparations for specific topics.

Ten-power Disarmament Committee

For Canada, participation in a working group on disarmament means an additional responsibility, but it is one which we accept readily. It was a logical development, because last September we were suggested by the foreign ministers of

the United Kingdom, the United States, France and the Soviet Union, meeting at Geneva, as one of the members of a ten-power East-West negotiating group on disarmament. This Committee, you will recall, consists on the Western side of Canada, France, Italy, the United Kingdom and the United States, and on the Eastern side of Bulgaria, Czechoslovakia, Poland, Roumania and the Soviet Union. Although not a United Nations agency, its creation was favourably noted by the recent United Nations General Assembly and it is to keep in close touch with the United Nations. On this ten-power group the main responsibility will rest for devising, negotiating and ultimately implementing a practical programme of controlled, phased disarmament. In effect, it carries the hope of all nations for world peace.

As you will see, the recent NATO decision to make the five Western members of that committee also a working group for preparations on disarmament questions for the East-West simply gave the group a dual foundation. It is, however, unlikely that anything more than directives or general guidance will come from the East-West summit on disarmament questions. The real work will take place in the ten-power group. The Canadian Government attaches great importance to the work of this Committee and for this reason such a distinguished Canadian public servant as Lieutenant-General E. L. M. Burns, until recently Commander of UNEF, has been appointed to represent Canada on the Committee.

Steps were taken in the course of the recent Paris meetings to get the work of this ten-power committee under way. Taking advantage of their presence in Paris for the NATO meeting, the foreign ministers of the Western five met on December 20 to discuss preparatory arrangements. At that meeting we took two decisions: first, to get Western preparations under way as quickly as possible by setting January 18 as the date for a preliminary meeting in Washington and January 25 as the date on which the Western team of five countries would begin their actual work; secondly, we delegated to the Government of France the task of approaching the five Eastern members of the Disarmament Committee with a proposal to have the full Committee meet in Geneva on or about March 15. On December 28 the Soviet Ambassador in Ottawa delivered a note agreeing to the Western proposal.

The fact that the East-West discussions on disarmament are to commence at a relatively early date is most gratifying to the Canadian Government, which has consistently urged that delays be avoided lest the momentum which had developed on both sides in favour of disarmament be lost. The new negotiations, we consider, will open in an atmosphere more propitious, and therefore more hopeful, than any similar disarmament negotiations undertaken in the past decade or more.

For example they will take place against the background of important developments in the disarmament field at the recent session of the United Nations General Assembly. There both the United Kingdom and the Soviet Union advanced comprehensive disarmament proposals, the latter's including for the first time an apparent willingness to accept the principle of inspection and control. In addition a resolution was adopted unanimously which expressed the hope that

measures leading towards the goal of general and complete disarmament under effective international control would be worked out in detail and agreed upon in the shortest possible time. Finally, they will take place in the improved atmosphere which, for want of a better phrase, is sometimes called the "Camp David spirit."

It is perfectly clear from past experience that mutual confidence is an essential prerequisite to successful disarmament negotiations and I feel that the present mood in international affairs offers a quite unique opportunity to come to grips with this problem.

East-West Summit Meetings

The time at my disposal is too brief to go into other aspects of East-West negotiations, but I might add that Canada welcomes the fact that there is to be not just one East-West summit meeting but a series, to take place in succession in the respective capitals of the participants. We have long favoured a series of summit meetings for a number of reasons: for example, because complex questions of international security could patently not be settled in one brief meeting; further, because there is intrinsic value in keeping alive the discussions between the great powers; and also because one all-or-nothing summit conference could easily raise false expectations in the public mind which would almost certainly be disappointed.

Now that Canada has accepted what might be termed an advisory role on one aspect of summit talks — disarmament —, the series of meetings now in prospect is bound to impose a heavy responsibility; but I am sure all Canadians will approve, realizing that on the outcome of these discussions may hang the fate of the civilized world. These are the sort of stakes for which the diplomatic game is being played today.

So much for Canada's part in the great international meetings — and now a few words about our traditional associations with other international groups and with individual countries.

Our Role in the United Nations

Without attempting to arrange these in order of importance, I go on to our role in the United Nations. This picture covers a wider canvas, for it embraces a valuable association with 81 other member nations. This great world organization since its inception has received strong and consistent support from Canada. Certainly the United Nations is not unlimited in its effectiveness and its authority grows slowly; but I remind you that these very limitations arise from the sovereign equality of the member states and from the tensions which prevail in a world divided into ideological camps.

Although it would be unrealistic to believe that the United Nations could achieve solutions of all current international problems, it is equally true that, if the organization should collapse, the world community would have no alternative but to erect a new similar organization in its place. It symbolizes and gives practical effect to mankind's desire for an ordered world and a betterment of

international relations and human welfare generally. Without it there would be suspicion, hostility and probably chaos. Canada values highly the obligation and opportunity which United Nations member states have to consult together at regular intervals and to negotiate within the framework of a common objective — world peace.

Indeed, it is in the United Nations that Canada enjoys one of its greatest opportunities to offer constructive leadership. I have been impressed by the respect we enjoy in that forum as a disinterested middle power. The reasons are not difficult to find: no one fears us, because we are without territorial ambitions; no one harbours resentment towards us, since we have never held sovereign control of an alien people; no one suspects us of coveting his national resources, as we are known to have plenty of our own. We have made many friends by gaining a reputation for independent thought and objective judgment on issues that come before the United Nations.

At the recent session of the General Assembly we tried very hard to give constructive leadership. The Canadian initiative which attracted the most attention was our proposal, eventually co-sponsored by ten other powers and unanimously endorsed by the Assembly membership, to encourage the world-wide collection and central collation of more accurate information on radiation. We took this initiative in the knowledge that even if nations agree to stop testing nuclear weapons, the problem of radiation will not vanish. It seems imperative that the substantial gaps which exist in our knowledge of this frightening phenomenon should be filled, and that research into the biological effects of radiation should be based upon the fullest and most reliable information possible. I was greatly heartened by the enthusiasm with which the Canadian people greeted this initiative and by the complete support it received in the United Nations.

In other and perhaps less spectacular matters the Canadian Delegation was also active. During the previous year Canada had been a member of the Outer Space Committee, and some useful work in the technical and legal spheres was accomplished. However, the Soviet Union declined to participate because of the make-up of the Committee. If the Committee was to succeed the Soviet Union must take part and accordingly some change in the composition of the Committee was necessary. The Canadian Delegation applied itself to this problem and, eventually a change was agreed upon which satisfied the West, the East, and the uncommitted countries — so there is now hope of worth-while results being achieved, and Canada is a member of the new committee.

We also continued our humanitarian contributions to the several United Nations programmes for refugees and took a lead, which we hope other nations will follow, in marking World Refugee Year with a special Canadian project for the admission to Canada of 100 tuberculous refugees and their families. In this endeavour the Federal Government has had the welcome support of most provincial governments, not including British Columbia!

Towards United Nations efforts at peace-keeping and peace-supervision, Canada continues to make a contribution in which, I think, we all can take pride.

Our support for the United Nations Emergency Force in the Middle East continues undiminished and I believe it is true to say that we have contributed more manpower to various United Nations observation groups — for example, in Palestine, Kashmir and Lebanon — than any other single nation. In consequence, we have developed in Canada a very large corps of both civil and military observers highly experienced in this specialized type of work. Although we do not believe that a standing United Nations force in being is a practicable possibility today, we do maintain in Canada a battalion earmarked for service with the United Nations should the necessity arise.

Our Membership in the Commonwealth

Canada, of course, continues to play her full part in the Commonwealth of Nations. It is an association for which we have a deep sentimental attachment reinforced by the comradeship and common sacrifices made in two world wars. I, for one, never for a moment discount the value, in international affairs, of the very special fraternal quality that sets Commonwealth relations apart from the relationships with “foreign” countries, however close and friendly the ties with any such country may be.

But, of course, there is far more to this unique fraternity than mere sentiment. The Commonwealth is an entirely new conception, embracing the belief that sovereignty, limited by a voluntary association with other sovereignties for the preservation of common values, is an acceptable and civilized political order. It is, moreover, a *dynamic* conception, with members being constantly admitted as they emerge from colonial to independent status. In 1957 we welcomed into the Commonwealth the Federation of Malaya. This year will see Nigeria take her place in our family of nations, and in a few weeks Canada will be opening a diplomatic post in the capital, Lagos.

Shortly thereafter our island neighbours in the Caribbean — The West Indies Federation — will be joining the club, and it has been one of Canada’s policies to extend substantial aid and assistance to this potential full Commonwealth member.

The fact that these new nations are voluntarily joining the Commonwealth graphically illustrates the kind of multi-racial community which is developing, bound together by common ideals and institutions, and exercising a profound influence for good throughout the world. I believe the Commonwealth offers a lesson for the world in that it points the way towards the only tolerable solution of the basic dilemma of our time — the problem of achieving order with freedom.

There are lessons, too, for others in the way in which there is mutual assistance within the Commonwealth for improving the lot of the less-developed members. The greater part of Canadian assistance has been carried out under the Colombo Plan, to which we have last year raised our contribution to \$50 million. The full title of this Plan is “The Colombo Plan for Co-operative Economic Development in South and Southeast Asia”, and the word “co-operative” has been consistently stressed in the 10 years of the Plan’s operation. Working together

there has been established a very fine relationship among the member countries of the Plan and the Plan lives up to its title.

Canada has found a large number of projects where Canadians and Asians have worked harmoniously together, have learned from each other and together have made an effective contribution to the development of a particular country. Canadian experts sent out to Asia and the Asian student trainees who have come to Canada in a two-way stream of traffic have enriched and broadened our understanding of one another.

Relations with United States

We also derive considerable strength and influence in international affairs from our unique relationship with our large and friendly neighbour to the south, the United States. Both the Americans and ourselves tend to take for granted the deep understanding and friendship which permeates the daily relations of our two countries, but the fact is that there are few neighbouring states in the world between which ordinary day to day life is so intertwined.

Contacts at the citizen level are matched by a network of inter-governmental arrangements. In the realm of defence, we have the Permanent Joint Board, established in 1940, and, of course, NORAD, the jointly-operated air-defence command responsible for the air defence of the continent as a whole. For boundary questions, we have the International Joint Commission, which, I believe, is an example to the world of how transboundary resources can be dealt with in a civilized and equitable way. At the ministerial level there are two standing committees, one on trade and economic matters and the other on defence. About six weeks ago, my colleagues the Ministers of Finance, Defence and Defence Production and I attended a meeting of the Canada-United States Defence Committee at Camp David, at which we not only discussed frankly problems of bilateral defence concern, but also exchanged views on the broad range of international problems facing the world today. The essence of these contacts is that views are freely expressed by each side and are listened to by the other side with understanding and respect.

Now I am not going to pretend that we never have any differences of opinion with our southern neighbours; we do, and these differences invariably get free play in the press of both countries. It is inevitable that the impact of a large population such as that of the United States on her much less populous neighbour is profound, and we cannot afford to be complacent if we wish to preserve our separate identity as a nation. It is the Government's policy to speak up frankly when Canadian national interests are suffering as a consequence of United States policies. I would stress the word "frankly" but hasten to add that we get as good as we give. This is the way friends face and overcome their differences — and I am sure you would have it no other way.

Canada and Latin America

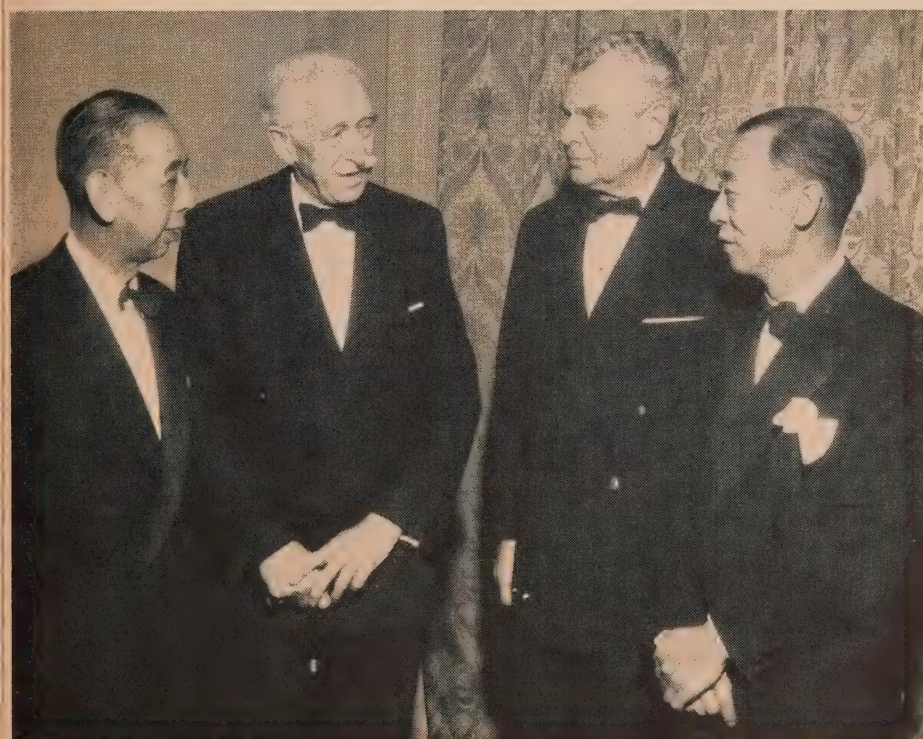
Finally, as we survey Canada's role in world affairs, we should never neglect the close friendship we enjoy with the other nations of the Western Hemisphere —

the 20 Latin American nations to our south. Like ourselves, they are determined to be independent and to reach their own decisions in international affairs. Several, like us, are middle powers, and, like us, are exerting growing influence in the councils of the world. I have found co-operation with Latin American countries such as Mexico, Brazil and Argentina — to name only a few — both natural and useful in the United Nations, and I look forward to an intensification of Canadian trade and political relations with all Latin American states. I believe that many of you here today, with your far-reaching business connections, have much to contribute towards this objective.

Now I come back to my text — that no nation faces a greater challenge in world affairs than Canada — and that no nation has a greater opportunity for leadership.

Perhaps Canada could play a decisive role in bringing about world peace.

In any event let us go into this new decade with the optimism and the courage and the strength of character of our forefathers. If we do, I believe that Canada will end the decade as one of the leading nations of the world.



Prime Minister Nobusuke Kishi of Japan (left) poses during a visit to Government House, Ottawa, with Governor General Georges P. Vanier (2nd from left), Prime Minister G. Diefenbaker, and His Excellency Toru Hagiwara, Ambassador of Japan to Canada.

NATO Ministerial Meeting, December 1959

THE 1959 annual meeting of the foreign, defence and finance ministers of the fifteen member nations of the North Atlantic Alliance convened in Paris from December 15 to 17, and again on December 22, following a meeting of the Heads of Government of the United States, the United Kingdom, France and the Federal Republic of Germany that was concerned mainly with arrangements for the proposed East-West summit conference. In addition, the foreign ministers of Canada, France, Italy, the United Kingdom and the United States met on December 21 to discuss the convening of the Committee of Ten on Disarmament. Because of its special relationship to the Heads-of-Government Meeting and the ministerial discussions on disarmament, the NATO sessions were consequently concerned not only with the traditional review of the international situation and current NATO defence problems but also with matters relating to the forthcoming East-West summit negotiations and preparations for negotiations on disarmament, both in the Ten-Nation Disarmament Committee and "at the summit".

The meetings were held in the spacious new NATO Headquarters building overlooking the Bois du Bologne. Canada was represented by the Secretary of State for External Affairs, Mr. Green; the Minister of Finance, Mr. Fleming, the Minister of National Defence, Mr. Pearkes; Canada's Permanent Representative to the North Atlantic Council, Mr. Léger; the Under-Secretary of State for External Affairs, Mr. Robertson; the Chairman, Chiefs of Staff, General Foulkes; and officials from the Departments of External Affairs, Finance and National Defence.

The first three days of the meeting were devoted to a review of the international situation, defence problems and the forthcoming negotiations between East and West at the summit. Special attention was directed to the current Soviet approach to international questions and hope was expressed that the forthcoming negotiations with the Soviet Union would advance a solution on outstanding problems. In examining the military situation, ministers took note of the fact that Soviet military strength continued to grow and concluded that NATO defence plans remained valid. On the basis of the progress already achieved and the favourable economic situation in most NATO countries, ministers agreed that the effort required to guarantee the necessary strength of the Alliance was within the ability of NATO as a whole. Looking ahead, ministers instructed the Permanent Council to undertake long-term planning on the objectives of the Alliance in the political, military, scientific and economic fields and in regard to arms control. (Text of the communiqué issued at the conclusion of the first three days of the meeting is attached as Annex A.)

The resumed session of the meeting on December 22 dealt mainly with the reports of the four Heads of State on preparations for the East-West summit

meeting and of the five foreign ministers on disarmament questions. (Texts of the communiqué issued by the four Heads of Government on summit questions and of the invitation extended to Mr. Khrushchov are attached as Annexes B and C.) The Council took note of the proposal to be communicated to the Soviet Government regarding the opening of East-West negotiations at the summit and welcomed the intention to convene a series of East-West summit meetings, the first to be held in Paris in April (as a result of later exchanges with the U.S.S.R., the date was set for May 16). The Council approved arrangements to ensure full consultation with NATO during the preparations for these negotiations and to enable the Council and its members to play a constructive part in ensuring their success.

On disarmament, the Council discussed the report of the five foreign ministers and agreed with their decision that a date about March 15 should be proposed for the first meeting of the Ten-Nation Disarmament Committee. (Text of the communiqué of the Five on disarmament is attached as Annex D.) Council approved the arrangements for full consultation between the Five and the other members of the Alliance. In addition support was obtained for a Canadian proposal instructing the Permanent Council, calling as it desires upon the NATO military authorities, to consider what further assistance it can give to plans for controlled disarmament. (The text of the communiqué issued at the conclusion of the ministerial meetings on December 22 is attached as Annex E.)

ANNEX A

NATO Ministerial Communiqué — Dec. 17, 1959

The North Atlantic Council began its regular Ministerial Session in Paris on 15th December. At the opening meeting, which marked the inauguration of the Permanent Headquarters of NATO at the Porte Dauphine, statements were made by M. Michel Debre, Prime Minister of the French Republic, and Mr. Halvard Lange, President of the Council and Norwegian Minister for Foreign Affairs.

2. The Council devoted three days to a thorough discussion of the affairs of the Alliance, beginning with a review of the international situation. The Ministers unanimously reaffirmed their confidence in the North Atlantic Alliance, and agreed that it will remain indispensable during the coming years. They instructed the Permanent Council to undertake long-term planning, to cover the next ten years, on the objectives of the Alliance in the political, military, scientific and economic fields, and in regard to arms control.

The Council also agreed that various economic problems, as they relate to NATO, should form the subject of further study in the Permanent Council.

3. The Council examined the military situation. It took cognizance of the fact that Soviet military strength continues to grow. Current NATO defence

plans therefore remain valid. In view of this, and in the light of the Annual Review, the Ministers agreed that a determined effort is required to guarantee the necessary strength of the Alliance. They expressed confidence that, on the basis of the progress already achieved and in view of favourable economic developments in most NATO countries, this essential task is certainly within the ability of the Alliance as a whole.

4. The Council reaffirmed that general and controlled disarmament remains the goal of the West. Every opportunity will be taken to make progress in this direction. Until this goal is achieved, however, the Alliance cannot afford to neglect the measures necessary for its security.

5. The Ministers had a full discussion on the forthcoming negotiations between East and West and agreed on the procedures whereby NATO will continue to participate in the preparations for these negotiations. The Council will resume these discussions on December 22 after the meeting of Heads of Government, and a second communiqué will then be issued.

The Council concluded by expressing the hope that the negotiations between East and West will advance the solution of important problems and thus serve the ideals of peace and security which the Alliance has always upheld and defended.

6. At the invitation of the Turkish Government the next ministerial session of the Council will take place in Istanbul in May 1960.

ANNEX B

Final Communiqué of Western Heads of State and Government

The President of the United States of America, the President of the French Republic, the Prime Minister of the United Kingdom and the Chancellor of the Federal Republic of Germany met in Paris and at Rambouillet on the 19th, 20th and 21st of December 1959 and exchanged views on various subjects of common interest.

In the course of these meetings, consideration was given to the views expressed by the member governments of the North Atlantic Treaty Organization at the meeting of the Council held in Paris from the 15th to the 17th of December.

Among the subjects discussed were East-West relations, disarmament and problems relating to Germany including Berlin. On the last point the Heads of State and Government reaffirmed the principles set forth in the four-power communiqué of December 14, 1958, and the Declaration of the North Atlantic Council of December 16, 1958, on Berlin.

The Heads of State and Government agreed on the desirability of a four-power conference with the Chairman of the Council of Ministers of the Union of Soviet Socialist Republics. The purpose of this conference would be to consider a number of questions of mutual concern. President Eisenhower, General de

Gaulle and Mr. Macmillan have sent letters to Mr. Khrushchov proposing such a meeting beginning on the 27th of April in Paris. These letters were delivered in Moscow this morning. The texts are being immediately released.

The Heads of State and Government have agreed on the procedures to be followed in preparation for the directives to this end.

The North Atlantic Council will be informed of the results of the present conversations at the ministerial meeting which will take place on the 22nd of December, and the Council will be regularly consulted during the course of the preparatory work.

The Heads of State and Government express the hope that the proposed conference will contribute to the strengthening of peace with justice.

ANNEX C

Text of Invitation to Mr. Khrushchov

Dear Mr. Chairman,

As you are aware, I have just met President de Gaulle and President Eisenhower. Among the subjects we discussed was the possibility of our having a meeting with you to consider international questions of mutual concern.

We agreed that it would be desirable for the four Heads of State or Government to meet together from time to time in each other's countries to discuss the main problems affecting the attainment of peace and stability in the world. I therefore wish now to express my readiness to meet with you, President de Gaulle and President Eisenhower at the earliest feasible time. In view of the engagements of all of us as they are known to us, we had thought that the opening date for the proposed conference could be 27th April and that Paris would be the most appropriate place for this first meeting.

I very much hope that this proposal will be acceptable to you.

Yours sincerely,

Harold Macmillan

ANNEX D

Five-power Communiqué on Disarmament — December 21, 1959

The foreign ministers of Canada, France, Italy, the U.K. and the U.S.A. met in Paris on December 21. These five countries are members of the Ten-Nation Disarmament Committee, the formation of which was referred to in the communiqué issued on September 7, 1959, by the Governments of France, the U.K., the U.S.A. and the Union of Soviet Socialist Republics.

2. The five foreign ministers agreed that they would suggest to the other states members of the Ten-Nation Disarmament Committee that the Committee

should begin its work on or about March 15, 1960, at the agreed location, Geneva, subject to the approval of the Swiss Government. They have also agreed to inform the Secretary-General of the UN.

3. It was further agreed that representatives of their governments should plan to convene at Washington in January to prepare for the meeting of the Ten-Nation Disarmament Committee. In the course of their deliberations they will take into account the views of the North Atlantic Council, which will be kept fully informed of the progress of their work.

ANNEX E

Final Communiqué of NATO Ministerial Meeting — Dec. 22

The North Atlantic Council completed its ministerial session on December 22.

2. The Council heard an account by the Minister for Foreign Affairs of France, speaking on behalf of the Governments of the United States, France, the United Kingdom and the Federal Republic of Germany, of the conclusions reached by the Heads of State and of Government during their discussions in Paris from 19th to 21st December in regard to East-West relations. During the detailed discussions which followed, the Council recognized that the views expressed by the four governments fully reflected those which had been expounded by its members on December 15. The Council gives its full support to the position adopted by the four governments.

3. The Council takes note of the arrangements proposed to the Soviet Government for the opening of negotiations in Paris in April. It agrees with the arrangements made to secure full consultation with all member governments during the preparation of these negotiations and undertakes to play a constructive part in ensuring their success. It instructed the Permanent Council to ensure that member governments are informed and consulted, and to make the necessary arrangements to that end.

4. The Council heard a report from the Minister for Foreign Affairs of Italy, on behalf of the five Western members of the Committee of Ten on Disarmament (Canada, France, Italy, the United Kingdom and the United States), regarding the decisions taken by them. It agrees with the five governments that March 15 should be proposed for the meeting of this Committee. It approves the arrangements made in regard to prior consultations, and instructs the Permanent Council, calling as it desires upon the NATO military authorities, to consider what further assistance it can give to the consideration of plans for controlled disarmament.

5. While welcoming the new prospects of negotiations and agreement, the Council thinks it necessary to reaffirm the principles which it set out in its statement on Berlin of 16th December, 1958, and to emphasize once again that the Alliance must remain vigilant and strong. The Council shares the hope of the Heads of State and of Government that the forthcoming conference will contribute to the strengthening of peace with justice.

*FAO—Tenth Session**

OVER A three-week period from October 31 to November 20, 1959, representatives from 76 member countries met in Rome to discuss progress being made in the production, marketing and consumption of the essentials of life derived from the soil, the sea and the forest. This session was also well attended by observers from the nine sister agencies of the United Nations and by observers from nearly 50 other governmental and non-governmental organizations.

Before the Conference ended, membership was granted to the Republic of Guinea, making a total of 77. Associate membership was accorded to the Federation of Rhodesia and Nyasaland, the Republic of Chad, the Malagash Republic and the Republics of Gabun, Senegal and Soudan. Associate membership was also granted to Cyprus, the Federation of Nigeria and Somalia, with the added provision that they will become full members from the day upon which, after the end of trusteeship or their reaching independence, they confirm their desire to be members of the FAO. The State of Cameroon and the Republic of Togo will become members from the day upon which, after the end of trusteeship, they, too, confirm their desire to become members. It is significant that 11 of the 12 countries or territories listed above are in Africa.

The Canadian Delegation was led by the Minister of Agriculture, Mr. D. S. Harkness. Dr. J. F. Booth of the Department of Agriculture was the Alternate Delegate. Other departments represented on the Canadian Delegation included Fisheries, Northern Affairs and National Resources (Forestry), Health and Welfare (Nutrition), Trade and Commerce and External Affairs.

The highlights of the meetings included active consideration of the problem of the rate of increase of food production and the rate of population increase; of the chronic surplus problem; of the related question of price support and stabilization measures; of agrarian reform; and special-action programmes proposed by the Director-General—the World Seed Year and the Freedom-from-Hunger Campaign.

The FAO Conference had, in addition to the review of the above issues and consideration of the action required, to deal with the programme of work of the 10 technical divisions of the Organization, and financial, administrative and constitutional questions. The Conference re-elected Mr. Sen of India as Director-General of the FAO for another four years. It enlarged the Council by one seat to a total of 25. Canada was re-elected to the Council for a three-year term. The programme of work of the technical divisions and the 1960-61 biennial budget of \$18,451,000 were approved. Canada's share is 4.09 per cent of the total, which makes it the fifth largest contributor.

All this activity was formally approved by passing 97 resolutions.

*By Frank Shefrin, Secretary, Canadian Interdepartmental FAO Committee, and a member of the Canadian Delegation.

The Canadian position in respect to the over-all programme of work of the FAO was given by Mr. Harkness in his address. He said:

"I am particularly interested in the theme underlying the Director-General's introduction to the programme for 1960-61. I welcome its conclusions; although there are many problems awaiting solution, the ensuing biennium should be one primarily of consolidation of FAO. The opportunities and need for accelerated international action in many fields are manifold. But I am confident that we are all in agreement that amongst these activities those within the mandate of FAO present an important claim on our resources. At the same time it is of fundamental importance that our response to these claims should be objective, balanced and well-conceived . . .

"We support wholeheartedly the work of the Agriculture, Fisheries and Forestry Divisions, which have shown producers how to raise better crops and improve livestock, how to manage forests and wood lots, how to improve the returns from fisheries. We also support the work of the Economics Department that is devoting more of its resources to improving marketing and distribution of agricultural products. Increased output and better marketing should result in more and better food being made available.

"During the past fifteen years countries have become to a considerable degree nutrition-conscious. Canada is favoured with an abundance of food, but this does not lessen our interest in nutrition problems, which exist at home as well as in other countries. Active programmes of research and education are being carried on in this field. The FAO Nutrition Division has also played an important role in this area. Since Canada's participation in the Hot Springs Conference in 1943, Canada has insisted on the fundamental place of nutrition in the programme of the Food and Agriculture Organization." . . .

The Production Situation

World agricultural production in 1959 increased slightly over that of 1958 and was nearly 30 per cent above the 1948-52 average. However, the recent increase in world food-production has not been as great as the increase in population numbers. This average general increase has been only about 0.5 per cent above the average population growth of 1.6 per cent, in contrast to the margin of some 1.5 per cent that had been reached in the earlier part of the post-war period. The rate, both of population growth and of production increase, had naturally varied sharply from country to country. Examples brought to the attention of the Conference included India, where population was increasing by 1.9 per cent a year and the expansion of production had been stepped up from an annual average of 2.8 per cent under the First Five-Year Plan to 3.9 per cent during the first three years of the Second Plan; Chile, where the rates were estimated as 2.5 per cent for population and 1.7 per cent for production; and Pakistan, whose food production had recently shown little increase in the face of an annual population-growth of 1.6 per cent. In several Far Eastern countries and in parts



Mr. Douglas S. Harkness, Canada's Minister of Agriculture and Canadian Delegate to the Tenth FAO Conference in Rome, is shown addressing a session of the Conference.

of Latin America and Africa, the increase in production had recently fallen behind or was barely keeping pace with the accelerating growth of population.

A high rate of population-increase was bound to continue for many years, and the Conference stressed that there could be no slackening in efforts to remove the barriers to the fuller application of existing technical knowledge in the less-developed countries and to improve their purchasing power so that they could increasingly use the abundant production of more-advanced countries for the better nutrition of their populations. The immediate problem of providing enough food was immense and challenging. Its solution could not safely be delayed much longer, and should not be jeopardized by inadequately-based hopes or fears about the more remote future.

The Commodity Situation

The Conference, in its review of the world agricultural-commodity marketing situation and problems, outlined the following salient features:

- (1) the persistence of surpluses of some major staple commodities (wheat is of special interest to Canada) and sudden changes in the supply situation of some others (e.g. skim-milk powder);
- (2) the unfavourable trends in the terms of trade of agricultural exporting countries;

- (3) the growing need for adjustments of national agricultural policies (of special interest are price support and stabilization measures);
- (4) the growing trend in recent years toward regional arrangements [two of the better known examples are the European Economic Community (The Six) and the European Free Trade Area (The Seven)].

Regarding surpluses, the FAO has made a number of proposals, ranging from selective production to the Principles of Surplus Disposal. The Principles in effect state that countries faced with the need to dispose of their surpluses should give priority to action resulting in increased consumption and should take measures that will minimize or avoid any impact of this disposal on regular commercial marketings. Forty member nations of the FAO, including Canada, have indicated that they will take into consideration these Principles when participating in disposal activity.

Suggestions were put forward in the course of the session for arrangements designed to facilitate the establishment of reserves and the co-ordination of surplus-disposal action for this and related purposes.

Mr. Harkness, in his address to the plenary session of the Conference, said, concerning the problem of surpluses:

"In reviewing the problem of surpluses, the ninth session of the FAO Conference asked the Washington Sub-Committee to review the adequacy of the principles of surplus disposal in the light of the current situation. The report of the Sub-Committee finds little fault with the principles. Nor do we. The Principles have served us well. It is extremely difficult to dispose of surpluses without injury to commercial trade. But the increased observance of the Principles and the opportunity for more frequent consultations between exporters have gone a long way towards minimizing the dangers. . . .

"In his opening statement, the Director-General — when speaking of surpluses — posed the question, which has also been uppermost in my mind, whether more searching thinking cannot be done to meet the challenge of surpluses and hunger continuing side by side. Perhaps, as a beginning, it would be useful to appraise carefully the actions that have developed out of previous attempts in this field. We might consider starting from where we now stand, by endeavouring to co-ordinate bilateral agreements and to encourage and assist multilateral action whenever possible. . . .

"Joint international action need not necessarily mean a loss of identity of assistance provided by individual countries. National programmes could continue to be controlled in accordance with individual national legislation and existing international agreements, having regard for FAO Principles of Surplus Disposal. An important need in this connexion would be for a clearing-house for information, not only on existing stock and disposal programmes, but also on current and future food requirements of countries and regions and on national agricultural policy. This would bring the position of countries in need of food to the attention of those possessing surpluses and facilitate action programmes. These and pro-

bably other functions might fall within the range of activities of an organization which first hold a watching brief on the world situation; second, collate information, and third, facilitate action whenever desirable and feasible." . . .

The Delegate for India participating in the same discussion said that help in time of need was welcome but that it was "equally the responsibility of the surplus countries to take preventive action to avoid conditions of scarcity." He advocated an experiment in the form of a World Food Bank, working out a practical scheme of holding food deposits at places where they could produce immediate results.

The Conference noted these suggestions but did not propose any follow-up.

Agricultural Stabilization and Price Support Measures

The Conference emphasized the need for adjusting national agricultural policies in such a way as to promote a better balance between supply and demand in the international markets. In his address, Mr. Harkness dealt with this issue:

"Consideration must also be given to those conditions which give rise to surpluses. Governments should look at their national policies to determine to what extent they may have contributed to the present surplus position. In our own countries we are all committed to protecting and supporting the incomes of farm communities and these policies have, in some cases, led to excessive protectionism. Canada has on occasion found it necessary to adopt some measures to assist her agricultural industries, but efforts have been made to avoid unreasonable and excessive protectionist policy. We have attempted to be flexible, and where and when the method of support has led to the development of surpluses we have modified our programme, for example, on skim-milk powder, eggs and hogs.

"We are impressed with the report of the Expert Panel on Agricultural Price Stabilization and Support Policies, which was established at the request of the ninth session of the Conference. We hope that this Conference will be able to give the report the full attention it merits. The recommendations concerning non-price measures and self-help action by farmers appealed to us particularly, but we would also like to see careful consideration given to the section on price support levels, particularly the question of limiting the spread between domestic support prices and international prices. I hope that at this Conference we can arrive at a considerable measure of unanimity of opinion on the action underlying the use of support measures and that these actions would result in a minimum of injury to producers in other countries. I know that we cannot run until we have learned to walk, but there are many countries that can now afford to modify their support programme in such a way as not to harm their farmers and at the same time offer greater opportunities to increase international trade." . . .

The Conference devoted much attention to the report of the Expert Panel on Agricultural Price Stabilization and Support Policies chaired by a Canadian. The report sets out guiding principles to be taken into account by governments

in establishing or reviewing their agricultural policies and, in some of the Principles, reference is made to the need to avoid the accumulation of burdensome surpluses. The Conference recognized the difficulty to the Panel of resolving divergent viewpoints and taking into account a wide range of economic and social conditions. The analytical part of the Panel's report was generally commended, but there was some disagreement regarding the Principles: on the whole there was a good discussion, and it was agreed that there was scope for further improvement and refinement. The Committee on Commodity Problems is to make further examination and revisions of the Principles. It was considered that, in revising the Principles, full account should be taken of the findings of other international organizations working in the same field, in particular GATT (General Agreement on Tariffs and Trade), where country consultations on agricultural policies are now under way. The report is to be ready for the 1961 session of the FAO Conference.

Agrarian Reform

Several of the countries present at the Conference, e.g. Cuba, Venezuela, Pakistan, etc., had only recently enacted legislation regarding the holding of land. As a result there was a lengthy discussion. The Conference dealt at length with the several phases of agrarian reform, stressing the importance of thorough planning, adequate land distribution, and proper implementation of the programme. It was generally recognized that it was not agrarian-reform legislation but the implementation of land-reform programmes that involved serious technical implications. The techniques and procedures adopted for land acquisition, land distribution, and for raising the productivity of the distributed area were the decisive factors that determined the success or failure of a scheme. It was brought out at the Conference that measures of land reform must take into account the need for maintaining and improving the level of agricultural production by creating adequate technical and financial facilities for the owners and operators of the new farming units, if such measures were not to be followed by social unrest and loss of confidence of the people in agrarian reform itself.

Resolutions for the establishment of regional institutes on land reform in Latin America and Southeast Asia were approved, to deal on a continuing basis with the problems of land tenure and land use in the region, with the object of advising the governments on the necessary changes in their agrarian structures.

Mediterranean Development Project

This proposal was reviewed by the Conference. The project covers all the countries bordering the Mediterranean (except Albania and Northern Italy), together with Portugal, Jordan and Iraq, which are included because they form part of the same natural area. The unity of the region derives from the broad similarity of climatic and soil conditions and the existence of acute problems of economic development with many common characteristics.

The report on this project stressed the fact that there was urgent need to reverse an age-old tradition of deforestation and soil erosion in the region. The analysis brought out several types of projects that might usefully be undertaken jointly by groups of countries.

Although most of the effort was visualised as coming from within the countries, external aid would, it was realized, nevertheless be crucial. Several delegates expressed the readiness of their countries to extend technical or financial assistance for development programmes in Mediterranean countries.

Requests for technical assistance for the coming year have already been affected by the country studies. Turkey has asked assistance from the United Nations Special Fund for the establishment of a pilot project, Spain was already engaged in development in the Badajoz area, and Tunisia and other countries are considering setting up new pilot schemes.

North American Forestry Commission

Delegates from the United States, Canada and Mexico agreed to the formation of an FAO North American Forestry Commission. This is the fifth regional forestry commission established by FAO.

World Seed Campaign

A resolution approving FAO's project for a world campaign for the use of better seeds was approved. The resolution, put forward by Canada, designates 1961 as World Seed Year. Seventy countries had announced their intention of participating in the campaign, and 59 of them had already begun concrete action programmes on the national level. The programmes undertaken and envisaged under the campaign encompass three main sectors: improvement of cultivated plants; production, certification and distribution of high-quality seeds, and educative extension and publicity activities. Canada had, in 1959, through the Colombo Plan, provided training fellowships for eleven seed specialists from Burma, India, Indonesia, Japan, Nepal, Pakistan (2 from East and 2 from West), the Philippines and Thailand.

Freedom-from-Hunger Campaign

The Director-General of the FAO proposed a campaign to focus public attention on a world-wide scale upon the continuing problem of hunger, and to mobilize national and international effort towards its solution. The campaign will be a continuing activity and is to receive Conference attention at its sessions in 1961, 1963 and 1965. A World Food Congress is contemplated for 1963, in close association with the twelfth session of the Conference.

The campaign would stimulate not only ways of increasing agricultural production and income and of raising buying power for food, but also would recognize the need for industrial development so as to increase purchasing power and ability to buy food, especially in the less-developed countries. The improvement of nutrition, also, would cover not only the problem of providing more and

better food, but the social implications of better nutrition on the position of various groups, such as farmers and fishermen.

Besides the fundamental efforts of national governments, active co-operation would be needed from the UN and other Specialized Agencies and from all citizens' groups devoted to humanitarian ideals. The campaign, as visualized by the Director-General, would thus serve to promote a climate of opinion throughout the world in which the problems of hunger and want would be faced realistically, their causes analyzed objectively, and the appropriate remedies applied boldly and courageously.

As presented to the Conference, the proposed campaign covers four categories of work: (1) information and education; (2) research; (3) national action programmes; and (4) FAO guidance and technical assistance to bilateral programmes, when asked for.

In order that the most effective use may be made of the ideas, funds, and personnel that became available, the Canadian Delegation joined with the United States and Australian Delegations in supporting a proposal to establish an Advisory Campaign Committee of ten member nations that would be responsible to the Council and which would report to the 1961 Conference. This Committee was named to consist of representatives of the following countries: Australia, Brazil, Colombia, France, Germany, Ghana, India, Lebanon, the United Kingdom and the United States of America. It is expected that the first meeting will be held in May, 1960. The Director-General was also authorized to convene an Advisory Committee of representatives of non-governmental organizations interested in contributing financially and in other ways to the objectives of the campaign.

Great emphasis was placed by all speakers on the importance of the action to be taken outside of the FAO if the campaign is to fulfil its aims. National governments themselves will need to do a great part of the work, especially in under-developed countries where action programmes must be developed and carried through, and it was felt that the appointment of national campaign committees would be desirable.

Strong efforts will be needed in many countries to improve the institutional framework for agricultural and industrial development, and to encourage and attain higher levels of savings and investment from domestic sources in order to operate and sustain the expanding programmes which are so essential to the solution of the hunger problem.

The United Nations and the Situation in Laos

AS THE result of an appeal early last September by the Government of Laos for United Nations assistance in halting an outbreak of fighting in that country between Government forces and forces of the Communist-orientated Pathet-Lao (supported, according to the appeal, by North Vietnamese troops), the Security Council agreed by a vote of 10-1 (the U.S.S.R. being opposed) to set up a sub-committee to inquire into the situation.* On September 15 this sub-committee arrived in Vientiane. Its Chairman was the former Japanese Ambassador to Thailand, S. Shibuzawa; the Tunisian Ambassador to France, H. Bourguiba, was named Vice-Chairman, and the other representatives were Brigadier General Ahrens, the Argentinian military adviser at the United Nations, and L. Barattieri of the Italian Foreign Ministry.

The Security Council resolution establishing the sub-committee had instructed it "to examine the statements made before the Security Council concerning Laos, to receive further statements and documents, and to conduct such inquiries as it may deem necessary and to report to the Security Council as soon as possible". From this the sub-committee interpreted its terms of reference as a mandate to "inquire" rather than to "investigate" and limited itself to fact-finding on the basis of information submitted to it. It was not considered within the competence of the sub-committee to concern itself with the substance of the issues involved in the situation that resulted in the appeal of the Laotian Government or to make recommendations on future courses of action. Its responsibility was to assist the Security Council in bringing together a factual account of events, using as sources of information statements made before the Security Council and the sub-committee in New York, documents provided there and information made available during the course of the visit to Laos.

Before leaving United Nations Headquarters for the Far East, the sub-committee studied the statements and documents already available, including a letter from the Prime Minister of North Vietnam denying the Laotian charges of Viet-minh interference on the side of the Pathet-Lao in the disturbances in Laos and accusing the United States of attempting to undermine the 1954 Geneva Agreements that had established the Cease-Fire in Indochina.

On its arrival in Laos, the sub-committee proceeded with a series of consultations with the Laotian liaison committee and received and studied various documents submitted to it. Members travelled to Sam Neua and Sam Teu in the northeastern section of the country, where fighting had first broken out between the Pathet-Lao and Royal Government forces. Here, as in Vientiane, they interviewed various witnesses. They also visited the royal capital of Luang Prabang. By mid-October, the committee considered that it had received the

*See "External Affairs", October 1959, p. 327, for report on Security Council Debate.

essential basic information and, leaving behind the alternative representatives to supply any additional information required or to report any material change in the situation, it returned to New York to prepare its report.

This report, which included information available up to October 26, was made public on November 5. In summarizing its findings, the sub-committee stated that the opposition to the Laotian Government consisted of former members of the Pathet-Lao and troops who had deserted in May 1959, as well as minority groups living in the border areas. It noted that, while some witnesses reported the participation on the side of the Pathet-Lao of forces possessing North Vietnamese ethnic characteristics, it was not clearly established whether regular North Vietnamese troops had actually crossed the frontier into Laos. The report stated, however, that the rebels had received support from North Vietnam in equipment, arms, ammunition, supplies and "the help of political cadres".

Reactions to the report were varied. The U.S.S.R., in line with the views it expressed during the discussion in the Security Council on the resolution setting up the sub-committee, issued a press release referring to the lack of evidence of direct intervention by regular North Vietnamese troops and accusing "certain quarters" of attempting to use the United Nations to undermine the Geneva Agreements. It reiterated its stand that the establishment of the sub-committee was illegal and that the solution to the disturbed situation in Laos was the reactivation of the International Commission or, alternatively, the convening of a new Geneva Conference to consider the situation. The Communist Chinese press accused the United States of attempting to aggravate the tension in Laos and implied that the sub-committee had been returned to New York so that it would be brought under American influence in compiling its report. North Vietnamese comment was much the same. The United States, on the other hand, noted that there had been various degrees and kinds of support given by the North Vietnamese and stated that the presence of the sub-committee in Laos apparently had had a tranquillizing effect on the situation. It further pointed out that, because of the nature of the terrain, it could not be expected that any units of the regular North Vietnamese Army could be easily identified but that this did not preclude such participation.

Following the publication of the sub-committee's report, the United Nations Secretary-General, Mr. Hammarskjöld, decided to accept an invitation of the Laotian Government to visit Laos. Before his departure on November 10 he made it clear that his visit had no link with the sub-committee's report but was based on the general responsibilities of the Secretary-General and his administrative authority under the United Nations Charter. The Secretary-General believed that it would be desirable to obtain a first-hand impression of conditions and developments in Laos and stated that, if it seemed warranted and the Laotian Government favoured the idea, he would temporarily station a personal representative in Vientiane to maintain contact with the Laotian Government after

his own departure and to report on further developments. This appointment was made despite criticism from the Soviet Union and when Mr. Hammarskjöld returned to United Nations Headquarters, Mr. Sukari Tuomioja, the Executive Secretary of the United Nations Economic Commission for Europe, remained in Vientiane to review the economic situation in the country and, in particular, the role of economic and technical assistance that might be given by the United Nations. He was also empowered to follow up the discussions initiated by the Secretary-General with the Laotian Government.

In his report of the situation, which was forwarded to the Secretary-General in mid-December, Mr. Tuomioja put forward a proposal for co-ordinated action by the United Nations and Specialized Agencies concerned to assist Laos in its economic and social development. He envisaged assistance in the development of basic sections of the economy such as natural resources, transport and communications. In addition, he suggested, attention should be given to the development of a suitable education system and to community development, with special regard to minority groups, and to improvement of health conditions and the public administration system. The report suggested that a series of short-term projects should also be undertaken and that Laotian requests for technical assistance should be favourably considered. The speeding-up of the implementation of the commitments of the Special Fund under the plan for the development of the Mekong River was specifically mentioned. Mr. Tuomioja recommended the appointment of a high-level United Nations official to co-ordinate the various development programmes.

As a result of Mr. Tuomioja's preliminary study, the Secretary-General requested the Commissioner for Technical Assistance, Mr. Roberto M. Heurtematte, to visit Laos to discuss with Laotian authorities various technical and organizational questions relating to the implementation of such a programme. It is expected that a decision on the recommendations will be taken after the various consultations have been completed.

Reservations to Multilateral Conventions

ONE OF THE major difficulties in the formation of multilateral international agreements is to make all provisions acceptable to each party. It has consequently become a practice for states objecting to certain articles of an agreement to qualify their acceptance by the inclusion of reservations⁽¹⁾. A reservation creates a special position in favour of a state which, on the other hand, makes it a *sine qua non* of its participation in the convention. The modern practice of opening conventions for accession by states which have not participated at the drafting stage is particularly conducive to the deposit by such states of instruments of accession that include reservations.

Background

It will be recalled that the controversial question of reservations to multilateral conventions was the subject of long debate at the sixth and seventh sessions of the United Nations General Assembly. The question was also considered in 1951 by the International Court of Justice in relation to the Genocide Convention and, in a more general context, by the International Law Commission⁽²⁾. However, no solution as to the fundamental question of the method of admission of reservations was reached, and, all attempts to reach a compromise having failed, the 1952 General Assembly adopted resolution 598 (VI), requesting the Secretary-General to continue to act as depositary of documents containing reservations or objections without passing upon their legal effect. The Secretary-General was asked to communicate the text of such documents to all states concerned, leaving it to each state to draw legal consequences from them. Obviously this practice could not be considered entirely satisfactory because it meant that the status of the reservations (and, in consequence, the status of the convention itself) must remain uncertain. Under the circumstances, and as could be foreseen at that time,⁽³⁾ the problem of determining the precise legal position resulting from reservations was likely to arise again in the future.

India's Instrument of Acceptance of IMCO

On January 6, 1959, the Government of India deposited with the United Nations Headquarters its instrument of acceptance of the Convention on the Inter-governmental Maritime Consultative Organization (IMCO),⁽⁴⁾ to which was appended a declaration to the effect that any measures the Indian Government adopts or may have adopted on various shipping subjects are consistent with the purpose of IMCO as defined in the convention⁽⁵⁾. Since no provisions concerning reservations

⁽¹⁾ For a definition of, and details on, the practice of reservations, see "Canada and the United Nations 1950", pp. 138-139; 1951-1952, pp. 129-131; and "External Affairs", March 1952, p. 111.

⁽²⁾ On the International Law Commission see "External Affairs", September 1949, p. 21.

⁽³⁾ See "Canada and the United Nations", 1951-52, at page 131 *in fine*.

⁽⁴⁾ This convention was concluded on March 6, 1948, and Canada was the first country to ratify it, on October 15, 1948.

⁽⁵⁾ For the complete text of the instrument of acceptance by India see Doc. A/4235 of Oct. 6, 1959, Annex I.

were contained in this convention, difficulties have resulted. The first Assembly of the IMCO, then in session in London, requested the Secretary-General of the United Nations to circulate India's instrument, together with its declaration, to member states for their views. Canada did not raise objections to India's declaration, but at least two other countries did. India thereupon decided to request the inclusion of a supplementary item on the fourteenth session's agenda on this question. In an explanatory memorandum of August 16, 1959,⁽⁶⁾ the Permanent Representative of India stated that this Government had been informed by the Secretary-General, in a letter dated February 6, 1959, that if "no objection to the declaration from a state party to the IMCO Conventions" was received, India would be listed as a party to the Convention.⁽⁷⁾ The Indian Government did not agree with this procedure, and requested to have the question discussed by the General Assembly. In opening the debate, in the Sixth (Legal) Committee, on October 19, 1959, the representative of India stated clearly that the declaration attached to the Indian acceptance was merely "a declaration of policy", not a reservation⁽⁸⁾. This was considered by most delegates as constituting a satisfactory explanation of the nature of India's declaration, and since most of them were anxious to see India participate in IMCO as a full member, this soon created a situation that made it possible for the Committee to adopt⁽⁹⁾ a satisfactory resolution⁽¹⁰⁾ expressing the hope "that in the light of the above-mentioned statement of India an appropriate solution to regularize the position of India may be reached in IMCO at an early date". Canada was a co-sponsor of this resolution, which the representative of India considered as "a very good example of international conciliation and co-operation".

The Broader Question of Reservations

Independent of the question of India's participation in IMCO, this item of the agenda specifically requested that the General Assembly "should pronounce itself clearly on the principle and procedure to be followed" in the controversial matter of admissibility of reservations to multilateral conventions in general⁽¹¹⁾. The debate lasted nearly three weeks and more than 40 speakers participated in the discussion of this broader aspect of the problem. Although the discussion could possibly have provided an opportunity to settle the substantive question of reservations, it soon became clear, in the course of the debate, that no general agreement could yet be reached on a uniform rule that would make it possible for the Secretary-General to discharge his functions as depositary without the present uncertainties.

Most delegations realized that the unsatisfactory situation resulting from Resolution 598 (VI) could not be clarified unless the International Law Commis-

⁽⁶⁾ See Doc. A/4188 of August 17, 1959.

⁽⁷⁾ For a report by the Secretary-General see Doc. A/4235, October 6, 1959.

⁽⁸⁾ For details see provisional summary record of October 19, 1959, Doc. Provisional A/C.6/SR.614, October 21, 1959, pp. 8-18.

⁽⁹⁾ On October 31, by a vote of 65 in favour (including Canada), one against (Peru), with one abstention (U.S.A.), confirmed by the General Assembly by a vote on December 7 of 72 in favour (including Canada), 1 against (Peru), with 2 abstentions (Portugal and the U.S.A.).

⁽¹⁰⁾ See Doc. A/C.6/L. 448 of October 27, 1959.

⁽¹¹⁾ See Doc. A/4188 of August 17, 1959.

sion completed its current work on the subject and further study of it was made by the Secretary-General and the UN members themselves. The discussion in Committee clearly did not exhaust the subject, and perhaps there was no need for an immediate decision once the problem of India's instrument of acceptance of IMCO had been disposed of by the Committee. The majority felt, indeed, that they were not prepared to take a hasty decision on such a complex problem. A draft resolution along these lines was tabled by a group of eleven nations, including Canada. It called *inter alia* for the General Assembly to request the Secretary-General to circulate to member states a report on his current practice; it invited the International Law Commission to expedite that part of its work on the law of treaties relating to the question of reservations; and it requested that the question of reservations be placed on the provisional agenda of the sixteenth session⁽¹²⁾. In addition to this proposal, the Committee received, from a group of seven nations, a draft resolution seeking to amend Assembly Resolution 598 (VI), mentioned above, so that the Secretary-General should take, in respect of all conventions of which he was depositary and which did not contain provisions to the contrary, the action authorized in 1952 for "future conventions"⁽¹³⁾. Although the two proposals were not considered strictly incompatible in their substance, and some delegates had, in fact, indicated they could vote for both, it was generally thought that they could usefully be worded so as to supplement one another. A consolidated resolution then emerged, which had the same sponsors as the two original drafts, which, by common agreement, were then withdrawn. The joint resolution was the result of compromise and was said to represent the minimum acceptable to both groups, but it was based primarily on the earlier seven-nation proposal. Its second paragraph reflected, though in a telescoped form, the ideas of further study contained in the eleven-nations proposal. The resolution was approved in Committee by 62 votes in favour (including Canada), none against, with one abstention (Ethiopia),⁽¹⁴⁾ and in plenary by 74 votes in favour with one abstention (Ethiopia). It reads as follows:

The General Assembly,

Recalling its resolution 598 (VI), Reservations to Multilateral Conventions,

1. *Decides* to amend paragraph 3(b) of resolution 598 (VI) by requesting the Secretary-General to apply to his depositary practice, until such time as the General Assembly may give further instructions, the aforesaid paragraph 3(b) in respect of all conventions concluded under the auspices of the United Nations and which do not contain provisions to the contrary;
2. *Requests* the Secretary-General to obtain information from all depositary States and international organizations with respect to depositary practice in relation to reservations, and to prepare a summary of such practices including his own for use by the International Law Commission in preparing its reports on the law of treaties and by the General Assembly in considering these reports.

⁽¹²⁾ See Doc. A/C.6/L. 450 of October 29, 1959. During the debate, the Chairman of the International Law Commission, Sir Gerald Fitzmaurice, announced that the Commission was already half-way through the section on reservations in its study of the law of treaties and proposed to complete the remaining half next year. He hoped that, in the not too distant future, the matter would come before the General Assembly on the occasion of the report of the work of the Commission.

⁽¹³⁾ See Doc. A/C.6/L. 449 of October 27, 1959.

⁽¹⁴⁾ The Ethiopian delegate felt that in the absence of prior study, "it would not be wise" to amend Assembly resolution 598 (VI). He said he was not in favor of paragraph 1, but he would support paragraph 2. He would abstain on the draft as a whole.

Although several delegations had misgivings about this resolution, they supported it in the light of the interpretation given by the Legal Counsel of the UN, Mr. Stavropoulos, who stated that the decision involved in it was merely "an administrative one which did not give the Secretary-General the power or ask him to pass upon questions of substance relating to reservations". It is an interim practical solution rather than a theoretical one. The purpose of the full co-sponsorship of the compromise resolution was precisely to make it clear that, under the circumstances, the final text, though it represents merely a stop-gap administrative procedure, was the best possible compromise between the opposing views. Obviously, the majority in the Committee were not prepared to tackle any of the substantive problems related to this practice. On the other hand, the compromise resolution will not have the effect of inhibiting the positions countries may wish to take in future on the substantive problem of reservations. Thus Canada would be quite free to re-introduce in its original version or in an amended form the majority formula advanced by our Delegation at the close of the 1952 debate⁽¹⁵⁾.

The debate revealed once again a profound divergence of views among delegations on the substantive aspect of reservations. On the other hand, it was noticeable that the idea of the absolute integrity of conventions, requiring unanimity of acceptance before a state making a reservation could be admitted as a contracting party, is losing ground, the majority of UN members favouring greater flexibility in the obligations of treaties by permitting the contracting parties to enter reservations necessary to make the agreement acceptable, thus making it possible for a larger number of countries to participate.

As pointed out by the Canadian representative, Professor M. Cohen, this year's debate has once again given evidence of the increasing importance for negotiators of all future UN multilateral agreements to consider the insertion therein of provisions relating to the admissibility or non-admissibility of reservations and to the effect to be attributed to them⁽¹⁶⁾. If this practice could be adhered to strictly until a rule of international law on this controversial subject is adopted, then the disadvantages and uncertainties of the present practice of the Secretary-General would be offset.

⁽¹⁵⁾ There are alternatives to the two extreme positions of requiring unanimity of agreement upon reservations and of leaving it to each state to pass upon their effect, which can only lead to legal chaos. For instance, reservations, it was suggested in 1952 by the Canadian Delegation, might be permitted, if a majority of three-fourths of the contracting parties agree to them, in which case the reserving state would become a party to the agreement, although, of course, only as between itself and the states accepting its reservation. In other words, where the large majority of contracting parties are prepared to accept them, reservations may be countenanced. This slight modification of the traditional rule of unanimity would normally ensure that any clearly improper reservation was rejected, while preventing the unreasonable objections of one or only a few isolated states from hindering the participation of the reserving state. See also "Canada and the United Nations 1951-52", p. 131.

⁽¹⁶⁾ As was recommended in 1952 in Paragraph 1 of General Assembly Resolution 596 (VI).

A Treaty for Antarctica

ON DECEMBER 2, 1959, the representatives of Argentina, Australia, Belgium, Chile, France, Japan, New Zealand, Norway, the Union of South Africa, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America signed a treaty in Washington regarding the future conduct of international affairs in the Antarctic*. When ratified, it will guarantee freedom of scientific research in the entire region south of 60 degrees south latitude, prohibit measures of a military nature, and, in general, ensure that the Antarctic does not become the scene or object of international discord.

The treaty is remarkable from many points of view. It shelves for 30 years complicated and long-standing problems of territorial sovereignty. It contains the first international inspection system on which the East and the West have been able to agree. It bans the explosion of nuclear devices and the disposal of radioactive wastes. It prohibits the establishment of military bases and fortifications, the carrying out of military manoeuvres or the testing of any type of weapon, and it provides for periodic consultations at appropriate times and places between the nations actively engaged in scientific pursuits in the Antarctic.

One of the primary functions of the agreement is to encourage international scientific co-operation in the Antarctic as it was applied during the International Geophysical Year. Provision is made for the exchange of scientific information between participating countries and the exchange of personnel between expeditions and stations. Each member state undertakes to advise the others of existing or proposed expeditions, to describe its stations in the Antarctic and to provide detailed information regarding military personnel or equipment in the area.

To ensure that the continent is used for peaceful purposes only, a unilateral inspection system is established whereby each signatory country actively engaged in scientific research in the Antarctic is entitled to designate an unlimited number of its nationals to act as observers. These observers are to have complete freedom of access at any time to any or all areas of Antarctica, including all stations, equipment or installations and all ships or aircraft in loading or unloading areas. Observation from the air may be carried out at any time. In carrying out these duties, the observers are subject only to the jurisdiction of the courts of their respective countries.

Accession to the treaty is open to all other members of the United Nations. Non-members of the United Nations may accede at the unanimous invitation of the original 12 plus other acceding states engaged in scientific work in the Antarctic. An acceding country that mounts a scientific expedition to the Antarctic or in some other way demonstrates its interest in the region is entitled, during such time as it continues to support "substantial scientific research activity" in the Antarctic, to appoint observers and to participate in all consultations.

*See "External Affairs", November 1959, p. 350.

Although the accession clause is broad, any acts or activities in the Antarctic taking place while the treaty is in force are not to constitute a basis for the assertion, support or denial of a claim to territorial sovereignty. No new claim or enlargement of an existing claim is to be entertained and no new rights of sovereignty created. Moreover, the treaty is not to prejudice or affect the rights or the exercise of the rights of any state under international law on the high seas within the area prescribed.

The successful operation of the treaty depends to a considerable degree on the goodwill of the parties involved. Each of the contracting countries undertakes to exert appropriate efforts, consistent with the Charter of the United Nations, to see that no one engages in any activity in the Antarctic that is contrary to the principles or purposes of the treaty. Disputes are to be settled by any peaceful means acceptable to the parties to the dispute, including referral to the International Court of Justice. Should an international agreement governing the use of nuclear energy, nuclear explosions or the disposal of radioactive wastes be concluded, the rules established by such an agreement shall apply in the Antarctic. Finally, the treaty can be modified or amended only with the unanimous consent of what might be termed the "consultative group".

The present treaty is the result of long and patient negotiation. A working group met in Washington in May 1958, at the invitation of President Eisenhower, for informal and private talks. During the next 18 months, more than 60 meetings took place, during which acceptable principles were evolved and a working-paper produced. It was this draft treaty that formed the basis for negotiation at the formal conference that opened in Washington on October 15, 1959.

The present treaty will not enter into force until all 12 countries have deposited their instruments of ratification with the Government of the United States. Meanwhile an advisory committee representing the 12 has been called together in Washington to examine and recommend to their respective governments desirable interim arrangements.

The tolerance and willingness to compromise displayed throughout the negotiation has provided hope that similar progress can be made in other areas of international discord.

Washington Conference of NATO Parliamentarians

THE FIFTH Annual Conference of the NATO Parliamentarians met from November 16-20, 1959, in Washington, where the North Atlantic Treaty was signed 10 years ago. This was the first time the Conference had taken place away from Paris, and the first opportunity for the NATO Parliamentarians as a group to meet in North America. Coming soon after the Atlantic Congress of distinguished citizens held in London during June (see "Externals Affairs", October 1959), the conference provided an opportunity to follow up the principal resolutions of the Congress ("External Affairs", October 1959) and to mark the close of the celebrations planned by the NATO Parliamentarians to commemorate the tenth year of NATO's existence.

As on previous occasions, the conference heard a number of speeches by eminent personalities and debated both in committee and plenary draft reports and resolutions prepared before the conference by the rapporteurs of the various committees on all aspects of NATO affairs — political, economic, military, scientific and cultural.

The Canadian Delegation to the Conference was led by Mr. H. F. Jones, M.P., and consisted of 17 members of the Senate and the House of Commons. Prior to the conference, three members of the Delegation participated in a tour of United States defence establishments, including NORAD, arranged by the United States authorities.

Speakers

During the conference, a number of distinguished speakers addressed the conference. On this occasion the speakers included: Mr. Christian Herter, U.S. Secretary of State; Mr. Dean Acheson, who was U.S. Secretary of State at the time of the signing of the North Atlantic Treaty; Mr. Paul-Henri Spaak, Secretary-General of NATO; and Professor W. Hallstein, Chairman of the Common Market Commission of the European Economic Community, and M. Rene Sergent, Secretary-General of OEEC. The Conference was also addressed by General T. D. White, Chief of Staff, USAF; Admiral J. Wright, SACLANT; and General Kutter, General Commanding the North American Air Defence Command.

Mr. Herter stressed the continuing importance of NATO and pledged continuing U.S. support. He drew attention to the recovery of Europe and the need for this to be taken into account in trade policies, aid programmes and defence. As regards the recent Khrushchov visit to the U.S., Mr. Herter saw a greater willingness on the part of the Soviet Union to discuss current problems, but as yet no discernible changes in the Soviet position on them, including Berlin.



At Colorado Springs, Colorado, three Canadian delegates to the Fifth Annual NATO Parliamentarians' Conference chat with Air Marshal C. Roy Slemon, RCAF, who is Vice-Commander of the North American Air Defence Command (NORAD) Headquarters. Left to right: Mr. Louis Fortier, Mr. J. Ferguson Browne, Air Marshal Slemon and Mr. George E. Dixon.

Mr. Spaak gave a frank speech, dealing with the present state of the Alliance. After expressing appreciation for the work of the NATO Parliamentarians, he reviewed NATO's progress in its various fields of activity, expressing particular concern at the possible political consequences of any division of opinion between member countries on trade matters. He also gave his personal view that aid to under-developed countries both within and outside the Alliance should be better co-ordinated among the free world countries. As regards the role of the NATO Parliamentarians, Mr. Spaak emphasized that their influence on member governments would largely depend on the calibre of their studies and resolutions regarding current problems facing the Alliance.

In keeping with the interest of the Conference in economic affairs, Professor Hallstein and M. Sergent outlined developments in their respective organizations.

Political Affairs

Interest in the political field centred on a number of problems already discussed at the Atlantic Congress. Emphasizing the gravity and extent of the growing political and economic threat posed by the Communist Bloc, the conference stressed the need for continued unity and warned against the political conse-

quences of any breach caused by differences between the signatories to the Rome Treaties and other members of the Alliance. The resolutions also dealt with the need for disarmament under international control and inspection.

As regards NATO itself, an annual meeting of heads of governments, similar to that held in 1957, was recommended. A review of NATO's aim, structure and operations was proposed, and governments were urged to appoint an independent committee of private citizens to carry out a study of NATO. The Cultural and Information Committee asked governments and educational authorities to make available to institutions of learning the text of the Atlantic Congress statement on the moral and intellectual values of the Atlantic Community. The establishment of an independent Atlantic Institute, as proposed at the Atlantic Congress, was supported, and much interest was also displayed in promoting by all possible means the study of African and Asian languages in member countries.

Economic Affairs

Considerable attention was of course focused on relations between the EFTA and the EEC. In the final resolutions, the NATO Parliamentarians stressed the need for reconciliation either within an OEEC context, or possibly through the establishment of an Atlantic Economic Organization.

As in the case of the Atlantic Congress, aid to under-developed countries both within and outside the Alliance was considered to be of prime importance and both categories of aid were recommended. The conference urged further aid for the under-developed areas of the world, through separate planning on the part of free world countries in conjunction with the recipient countries, as well as through existing international programmes. For the former task, a joint committee of independent experts, meeting under the auspices of OEEC, was recommended.

Military Affairs

As mentioned at the beginning of this article, the conference was as usual addressed by a number of senior U.S. military officers with responsibilities having direct relation to NATO defence. The visit of a number of delegates to NORAD Headquarters prior to the conference provided an additional opportunity to indicate the problems and importance of North American defence.

In the final resolutions, the need for an integrated early warning system in Europe was again given high priority. Among other resolutions, the Committee also repeated its earlier suggestions for a review of the NATO Command structure, and for the "shield" forces in Europe; in addition, the Committee advocated the extension of infra-structure to major non-static of arms and equipment.

Scientific Affairs

The Scientific Committee recommended expansion of the NATO Science Fellowship programme to reach eventually a figure of \$8 million. The Committee again advocated co-operation in experiments on earth satellites and space probes, and the establishment of an Atlantic Institute for Defence Studies. The Committee

also suggested that a commission of experts be convened to study the possibility of establishing "a depository of all available scientific and technical knowledge now available in print anywhere in the NATO countries".

Election of the President

General Bethouart of France was elected by acclamation to succeed Mr. J. J. Fens of the Netherlands. The conference expressed its great appreciation to Mr. Fens for his enthusiasm and wisdom in presiding over the affairs of the conference, and especially for his part in organizing the Atlantic Congress.

On assuming his duties, General Bethouart also paid tribute to Mr. Fens and to the Honorary Life President of the NATO Parliamentarians, Senator W. McL. Robertson of Canada.



Population of the Commonwealth

THERE HAS recently been widespread interest in world population problems. For use in discussion of this subject Table I has been prepared showing the estimated population of the Commonwealth as of January 1, 1960, and the estimated rate of increase of its components. This material may be of particular interest in advance of the meeting of Commonwealth Prime Ministers scheduled for May in London. For purposes of comparison, the estimated population and the rates of increase for the world, the continents and certain countries are set out in Table II.

Table I also shows the dates the members of the Commonwealth attained independence and the present political status of the dependencies.

The figures shown are unofficial estimates based on United Nations material. They have been established by using the latest official figures from the United Nations' publication "Population and Vital Statistics Report" (Statistical Papers Series A, Vol. XI, No. 4) and projecting them to January 1, 1960, by using the annual rate of increase⁽¹⁾ shown in the UN "Demographic Yearbook 1958". For more detailed information on the subject of population these publications should be consulted.

Some of the specific details on the tables might usefully be emphasized. The Commonwealth, with an estimated population of 706,600,000 has 24 per cent of the world's population. India has 57½ per cent of the total Commonwealth population and Canada has 2½ per cent.

Mainland China's population, which is greater than the combined populations of North America, South America and Africa, is 23 per cent of the world's total. It is increasing by at least 16,000,000 a year, or roughly the total population of Canada, every 12 months.

From the tables it is seen that Canada's population increases by approximately 400,000 persons a year. The tables show that India's population increases by 416,000 a month and mainland China's by 440,000 every 10 days.

The rate of 1.6 per cent shown as the world's rate of increase gives an annual increase of 46,736,000 on the estimated January 1, 1960, world population. This is an increase of approximately 130,000 persons a day, 5,400 an hour, 90 a minute or 1.5 a second. This 1.6 per cent rate, however, appears to be a conservative estimate when it is found that the actual population increases from 1956 to 1957 and from 1957 to 1958 were 56 and 62 million respectively, and not the 46.7 million calculated above. Using the 1957-58 increase as a basis for calculation, the world's rate of increase is approximately 2 per cent and the population is increasing by approximately 170,000 persons a day, 7,000 an hour or 2 a second.

The world's population is estimated at 2,921,000,000 on January 1, 1960. It is estimated that on January 1, 2000, the population of the world will exceed 6,000,000,000.

Serious consideration is being given to the implications of world population growth in many international meetings, both in the UN and in other official and unofficial bodies. The article "World Population and Food Supply" in the January 1960 issue of "External Affairs" discusses one area in which studies are being made.

TABLE I
ESTIMATED POPULATION OF THE COMMONWEALTH
FOR JANUARY 1, 1960

(in thousands)

MEMBERS	Date of Independence	Annual Rate ⁽¹⁾ of Increase (%)	Estimated Population
Australia ⁽²⁾	Jan. 1, 1901	2.3	10,190
Canada	July 1, 1867	2.4 ⁽³⁾	17,678
Ceylon	Feb. 4, 1948	2.5	9,743
Federation of Malaya	Aug. 31, 1957	2.4	6,755
Ghana	Mar. 6, 1957	1.6	4,950
India ⁽⁴⁾	Aug. 14, 1947	1.3	405,326
New Zealand	Sept. 26, 1907	2.2	2,365
Pakistan ⁽⁴⁾	Aug. 14, 1947	1.4	87,440
Union of South Africa	May 31, 1910	1.8	14,805
United Kingdom of Great Britain and Northern Ireland		.4	52,180
<hr/>			
Federation of Rhodesia ⁽⁵⁾ and Nyasaland		2.7	8,138
TOTAL POPULATION OF ABOVE			619,570

DEPENDENCIES	Political ⁽⁶⁾ Status	Annual Rate ⁽¹⁾ of Increase (%)	Estimated Population
AFRICA			
Basutoland	(UK) C	1.2	669
Bechuanaland	(UK) P	1.0	338
Cameroons	(UK) Trust Territory	1.8	1,634
Gambia	(UK) C & P	⁽⁷⁾	292
Kenya	(UK) C & P	1.7	6,500
Mauritius, including Rodriguez Island	(UK) C	3.2	651
Nigeria, Federation of	(UK) P	1.9	33,939
Sierra Leone	(UK) C & P	1.2	2,300
Somaliland	(UK Adm.) P	.4	654
St. Helena, Ascension Island & Tristian Da Cunha Island	(UK) C	⁽⁷⁾	5
Seychelles	(UK) C	⁽⁷⁾	43
South West Africa	(SA) Mandate	3.1	562
Swaziland	(UK) P	4.9	286
Tanganyika	(UK) Trust Territory	1.8	9,158
Uganda	(UK) P	1.5	5,909
Zanzibar and Pemba	(UK) P	1.0	308

TABLE I (Continued)

DEPENDENCIES	Political ⁽⁶⁾ Status	Annual Rate ⁽¹¹⁾ of Increase (%)	Estimated Population
AMERICA, NORTH			
Bahama Islands	(UK) C	9.6	151
Bermuda	(UK) C	(7)	43
British Honduras	(UK) C	2.9	91
Virgin Islands	(UK) C	(7)	8
West Indies	(UK) C	2.1	3,266
AMERICA, SOUTH			
British Guiana	(UK) C	2.8	556
Falkland Islands	(UK) C	(7)	2
ASIA			
Aden			
Colony — including Kuria Maria Islands and Perim Island	(UK) C	(7)	150
Protectorate — including East Zone, the Federation of Arab Amirates of the South and Socotra Island	(UK) P	(7)	650
Kamaran Island	(UK) C	(7)	3
Brunei	(UK) PS	8.7	87
Cyprus	(UK) C	1.5	558
Hong Kong	(UK) C	3.5	2,892
Maldiv Islands	(UK) PS	(7)	82
North Borneo	(UK) C	2.8	426
Persian Gulf ⁽⁸⁾			
Bahrain	(UK) PS	1.7	142
Kuwait	(UK) PS	2.3	215
Qatar	(UK) PS	(7)	20
The Seven Trucial Sheikdoms	(UK) PS	(7)	100
Muscat and Oman ⁽⁹⁾	(UK) PS	(7)	550
Sarawak	(UK) C	2.0	688
Sikkim	(India) P	(7)	150
The State of Singapore	(10)	6.8	1,654
EUROPE			
Channel Islands	(UK)	(7)	99
Gibraltar ⁽¹¹⁾	(UK) C	(7)	26
Isle of Man	(UK)	(7)	55
Malta and Gozo ⁽¹²⁾	(UK) C	.1	324

TABLE I (Continued)

DEPENDENCIES	Political ⁽⁶⁾ Status	Annual Rate ⁽¹⁾ of Increase (%)	Estimated Population
OCEANIA			
British Solomon Islands	(UK) P	1.2	107
Central & Southern Line Islands	(UK)		no inhabitants
Christmas Island	(Aust.)	(7)	3
Cocos (Keeling) Islands	(Aust.)	(7)	1
Cook Islands	(NZ)	(7)	18
Fiji Islands	(UK) C	2.7	384
Gilbert and Ellice Islands	(UK) C	(7)	42
Nauru	(Aust. NZ and UK Adm.) Trust Terr.	(7)	4
New Guinea	(Aust. Adm.) Trust Terr.	3.2	1,406
New Hebrides	(Fr. and UK)	.7	58
Niue	(NZ)	(7)	5
Norfolk Island	(Aust.)	(7)	1
Papua	(Aust.)	4.2	517
Pitcairn Island	(UK) C	(7)	143 persons
Tokelau	(NZ)	(7)	2
Tonga	(UK) PS	2.5	62
Western Samoa	(NZ) Trust Terr.	2.6	106
TOTAL POPULATION OF DEPENDENCIES			87,050
GRAND TOTAL			706,620

TABLE II

**ESTIMATED POPULATION OF THE WORLD, THE CONTINENTS AND
SELECTED COUNTRIES FOR JANUARY 1, 1960**

(in thousands)

AREA	Annual Rate ⁽¹⁾ of Increase (%)	Estimated Population
World	1.6	2,921,000
Africa	1.8	235,193
America, North	2.0	263,731
America, South	2.3	138,658
Asia (ex U.S.S.R.)	1.8	1,635,242
Europe (ex U.S.S.R.)	.7	422,400
U.S.S.R.	(7)	210,000
U.S.A.	1.8	180,139
China (mainland)	2.4	680,000

NOTES ON TEXT and TABLES

- (1) To obtain the annual percent rate of increase used in the tables for individual countries, the UN Statistical Office used the formula $P_I = P_O (1+r)^I \times 100$, where P_O is the population in 1953, P_I is the population in 1957, I is 4 (years between 1953 and 1957) and r is the annual rate of change. A similar formula, using 1950 and 1957 population figures, was used to obtain the rate of increase for the world and the continents.
- (2) Excluding full-blooded aborigines, estimated at 46,638 in June 1947.
- (3) Rate for first 11 months of 1959, obtained from Dominion Bureau of Statistics.
- (4) Following UN statistical practice, India's population figure includes data for the disputed area of Jammu and Kashmir.
- (5) The Federation is not a fully independent member of the Commonwealth.
- (6) The letter "C" signifies Colony, "P" Protectorate, and "PS" Protected State.
- (7) Rate not available.
- (8) All are sheikdoms and all are "PS" in varying degrees. Kuwait is assuming competence in foreign relations and may be termed "independent under British protection".
- (9) The only Persian Gulf state that has not signed an "exclusive agreement", it may therefore be considered independent.
- (10) The State of Singapore has varying degrees of control over internal and some external affairs. The U.K. controls defences and other external affairs.
- (11) Excluding armed forces.
- (12) Excluding non-Maltese armed forces stationed in the area; includes civilian nationals temporarily outside country.

Commonwealth Parliamentarians' Conference

THE BIENNIAL General Conference of the Commonwealth Parliamentary Association was held in Canberra, Australia, from November 3 to November 7, 1959. The Canadian Delegation, led by the Hon. Roland Michener, Speaker of the House of Commons, was composed of eight federal and five provincial delegates. The Federal delegates included Senators D. Smith and G. S. White, and the following members of Parliament: H. O. White (Chairman of the External Affairs Committee), L. Crestohl, J. H. T. Ricard and H. E. Winch. The provincial delegates were the Hon. J. R. Courage (Newfoundland), Capt. Rev. The Hon. A. W. Downer (Ontario), Hon. R. D. Jorgenson (Alberta), F. A. McCain, M.L.A. (New Brunswick), Hon. Dufferin Roblin (Manitoba), and Hon. L. H. Shantz (British Columbia). The delegates were accompanied by Mr. F. R.



Photographed in front of Canberra's Parliament House are the following members of the Canadian Delegation to the 1959 biennial conference of the Commonwealth Parliamentary Association: left to right: Senator Donald Smith; Mr. Harold E. Winch, M.P.; Senator George S. White; Mr. Leon D. Crestohl, M.P.; Mr. Thomas R. Montgomery, Clerk Assistant of the House of Commons; Mr. Roland Michener, Speaker of the House of Commons; Mr. Harry O. White, M.P.; Mr. J. H. Théogène Ricard, M.P.

Montgomery, Secretary-Treasurer of the Canadian Branch of the Commonwealth Parliamentary Association.

The Association, a non-governmental organization, was founded in 1911 and now has over sixty branches. Its objects are to facilitate the exchange of visits and information between the members of the different parliaments of the Commonwealth. At this Conference, as at the previous ones held in Wellington, New Zealand (1950), Ottawa (1952), Nairobi, Kenya (1954), and New Delhi, India (1957), there was a frank exchange of views between the 120 delegates. Among the topics discussed were "Economic Co-operation within the Commonwealth", "The Problems of the Under-Developed Territories of the Commonwealth", "Technical and Educational Development and Co-operation within the Commonwealth", and "International Affairs and Defence". As is customary at these meetings, no formal decisions were reached.

Before returning to Canada, the delegates stopped at Djakarta, Indonesia, and Tel Aviv, Israel, where they were guests of the Indonesian and Israeli Parliaments. They were also received by members of the Iranian Parliament during a stop in Tehran.

It is proposed that the next CPA Conference will be held in the United Kingdom in 1961.

Canada's Passport Office

THE Passport Office is part of the Department of External Affairs and is under the immediate supervision of the Passport Officer, who is responsible to the Head of the Consular Division of the Department. Its task is to issue travel documents of various kinds — passports, group certificates, and certificates of identity (to Canadian citizens and certain permanent residents of Canada). The Passport Office is situated at 40 Bank Street, in the business district of Ottawa.

This history of the Canadian passport is a reflection of the development of Canada from colony to nation. Until 1893, British subjects by birth living in Canada obtained passports from the Foreign Office in London. Persons naturalized in Canada could obtain a form of certificate in lieu of a passport from mayors of cities or towns, but in 1862 this practice was curtailed and a system of issuance of certificates by passport-agents was established by the Governor-General; however, it was understood that a person naturalized in this country enjoyed the benefits of British subject status only within the limits of Canada and that when he travelled beyond those limits he was considered a subject of the country of his earlier nationality. The travel certificate therefore contained no undertaking that a person naturalized in Canada would be protected by the British Government when he went abroad. This was changed in 1866, when the United Kingdom Government decided that the same consular protection as was given to a "naturalized British subject" (i.e. a person naturalized in the United Kingdom) would be given to a "naturalized Colonial subject" and that the British Government's protection of persons naturalized in Canada ceased only when that person re-entered the country of his original citizenship, unless he had ceased to be a subject of that state under its laws or under a treaty. A notice to this effect was inserted in travel certificates.

After Confederation

Commencing with Confederation in 1867, authority for the issuance of passports in Canada was vested in the Secretary of State of the Dominion, who issued passports to persons naturalized in Canada. Persons who were British subjects by birth continued to obtain their passports from the Foreign Office or from British consuls abroad. This history of passports for the first 15 years after Confederation is difficult to trace because of the small number issued and the relative unimportance of passports in relation to the volume of work of the Governor-General and the Secretary of State. Indeed, in the annual reports of the Secretary of State for the first 10 years, passports are not even mentioned. In 1878, the practice was adopted of including a statement of departmental revenue. The report of that year listed "Passports . . . \$50", and for the next four years the annual receipts varied from \$35 to \$50. The fee for a passport at that time was \$1.

In 1882, instructions were received by the Governor-General from the Colonial Office in London that the authority to issue passports to naturalized persons was extended, in Canada, to the lieutenant-governors of the provinces. The Governor-General was requested to notify the lieutenant-governors to this effect. It is not known what was done by the Governor-General with regard to this instruction, but there is nothing to indicate that the revenue of the Dominion from passports decreased by reason of the jurisdiction conferred on the provinces. The Secretary of State issued 30 passports in 1882, and during the next ten years there was a gradual increase in the number issued. In any event, the exclusive jurisdiction of the Dominion to issue passports was restored in 1895. This policy of centralization of the issuance of passports has been followed ever since (excluding a short period at the beginning of World War II, when sub-passport issuing offices were opened in eight Canadian cities as an emergency measure made necessary by the introduction by the United States of a requirement that all British subjects entering the United States had to produce passports).

British Subjects by Birth

The anomalous situation under which passports could be issued by the Government of Canada to naturalized persons but not to British subjects by birth was considered by the Colonial Secretary in 1891, and in 1893 he decided that passports could be issued in Canada to British subjects by birth. Such persons received a "Letter of Request" type of passport, in which the Sovereign requested free passage and assistance for the bearer. On the other hand, persons naturalized in Canada received a Certificate of Colonial Naturalization, under which naturalized subjects were only entitled, while abroad, to consular protection by the Sovereign "as a matter of courtesy" and not as of right.

It was only as a result of the Imperial Conference of 1911 that persons naturalized in Canada achieved the same status as persons born or naturalized in the United Kingdom. Starting on August 31, 1915, with the introduction of the folder type of passport, all persons born or naturalized in Canada were granted passports in the same form, of which the formal part was a "Letter of Request" by the Governor-General in the name of the King. At first all passports had been signed personally by the Governor-General and bore his official seal. Beginning on August 31, 1915, and continuing until April 12, 1946, his signature was lithographed. A lithographed signature of the Secretary of State for External Affairs was substituted on the latter date, and on this date also the coat-of-arms of the Dominion of Canada was substituted for the coat-of-arms of the Governor-General.

The era of modern passports begins from the time, following the First World War, when it became the practice to include particulars in the document identifying the bearer. At the same time there was a tightening up of visa requirements throughout the world. There were international conferences on passports at Paris in 1920, at Geneva under the auspices of the League of Nations in 1926, and at Geneva again, under the auspices of the United Nations, in 1947. Com-

mencing on August 31, 1915, all Canadian passports were numbered and a ten-section single-sheet folder was adopted. This form was adopted simultaneously throughout the British Commonwealth and became the distinctive type of British-subject passport. The Passport Conference of 1920 recommended a booklet type of passport, which became known as the "International" passport and was adopted in Canada in 1921. The Conference of 1920 also recommended that all passports be written in at least two languages, one of which was to be French, and that their validity be for at least two years and preferably for five. The Conference of 1926 recommended further improvements in the International passport. Since 1924, subject to certain exceptions made necessary during wartime, Canadian passports have been made valid for five years at time of first issuance, with a potential maximum life of ten years, allowing for renewals. Since 1926, all Canadian passports have been printed in English and French.

A change in Canadian passports rules made in 1930 reflected Canada's growth to national status. Previously, holders of passports abroad were referred to the nearest British consulate for renewals. In 1930 they were directed to "the Canadian Legation" in the country in which they were residing, or to the nearest British Consulate.

No Legal Right

A further indication of Canada's new status is to be seen in the termination of the Governor-General's connection with Canadian passports on April 12, 1946, and the substitution of the name of the Secretary of State for External Affairs in the "Letter of Request" appearing on the inside of the front cover. Canadian passport now are issued by the Secretary of State for External Affairs in the exercise of the Royal Prerogative; that is, issuance of passports is vested in the Sovereign, and this right is exercised on the Sovereign's behalf by the Secretary of State for External Affairs. There is no statute governing the issuance of passports and no person has a legal right to a passport. The right of the appropriate Minister, in the name of the Sovereign, to withhold or recover a passport, is exercised in very rare cases. For instance, if a person has acquired a foreign citizenship and thereby ceased to be a Canadian citizen, clearly the "letter" from the Sovereign needs to be withdrawn.

When the Canadian Citizenship Act became effective on January 1, 1947, a new passport was adopted for Canadian citizens only. The High Commissioner of the United Kingdom, on July 2, 1948, assumed responsibility for the issuance of passports in Canada to persons who were British subjects but not Canadian citizens and who were not eligible for passports of other Commonwealth countries. Since July 2, 1948, no passports have been issued by the Canadian Government except to Canadian citizens.

Since May 6, 1946, Canadian ordinary passports have had a series number preceding the identification number of the passport itself. Series 1 was instituted on the date mentioned, Series 2 on October 2, 1946, Series 3 on January 1, 1947, Series 4 on September 29, 1948, while Series 5 passports were put into use in

August 1959. There have also been other amendments made to the passport at the introduction of each new series; thus, the lithographed signature of the Secretary of State for External Affairs has been omitted from the later issues of the Series 4 passports and subsequently.

A passport has a period of validity of five years, and may be renewed for a further period of five years; it is usually made valid for travel to all countries. When a passport is issued or renewed, a Notice and Warning is attached to it. The Notice advises the holder of the passport that if he intends to visit Sino-Soviet-bloc countries, he should inform the Canadian mission of his intentions and travel plans on arrival and of his intended departure. The Warning states that Canadian citizens who were born, or whose parents were born, abroad, may be considered by the governments of the countries of their origin or birth to be nationals of those countries, although by Canadian law they are citizens of Canada; therefore, they are reminded that when they are in these countries it may not be possible for Canada to give them effective protection. At the back of the Canadian passport is a series of notices for the information of Canadian travellers. Bearers of passports are reminded that the passport is the property of the Canadian Government, and that it must not be surrendered permanently to anyone. Information is supplied as to where a passport may be obtained or renewed abroad and the provisions of the Canadian Citizenship Act regarding loss of Canadian citizenship on the part of Canadian citizens who are not citizens by birth, through absence from Canada for ten years, are explained. Advice is also given about the registration under the Canadian Citizenship Act of children born abroad to Canadian citizens, and about the registration at missions abroad of Canadians who intend to reside outside Canada for more than three months; such registration is designed to make it possible to grant assistance to Canadian citizens in emergencies.

Canadian passports are at present produced for the Government by the Canadian Bank Note Company of Ottawa. The paper that is used is produced for this purpose by a Canadian mill where it is given a distinctive watermark and specially treated to ensure the detection of any erasures or alterations that might be made in the passport. The pages of the passport are sewn together inside the binding so that pages cannot be added or substituted without mutilating the document.

Types of Passport

There are three types of Canadian passport — ordinary, special and diplomatic. Any Canadian citizen who complies with the requirements may be issued an ordinary passport, but entitlement to special and diplomatic passports is restricted by Order-in-Council. Special passports are issued to persons proceeding on government business, as well as to certain groups of persons holding official positions in the federal and provincial governments. Diplomatic passports are issued to the Governor-General, to members of the Cabinet and certain other holders of high office under the Crown, as well as to ambassadors, ministers,

high commissioners and other persons proceeding abroad on official government business having a diplomatic character.

The Passport Office now operates on what may be described as a functional system, which was introduced in November 1959, in replacement of an alphabetical system. Under the earlier system, there were five passport production-lines, each preparing passports only for applicants coming under the letters of the alphabet assigned to it. The new functional system organizes the production lines into pools, the persons in one pool performing the same task, and the passport applications being processed without alphabetical distribution. Applications for passports are dealt with in the following way. When the incoming mail has been opened, the remittances are retained by the cashier and the passport applications are sent to the registry section for indexing. They then pass on with files to a pool of passport-examiners, who determine whether the applications have been correctly completed and whether the applicants are entitled to passports. After the applications have been approved, they are sent to a pool of passport-writers, who inscribe the passports and the passport register-sheets (the record of the passports issued) by use of the special passport-writing machines. The files are then taken to the pasters, who paste into the passports the photographs and the signatures of the bearers. They also affix the seal over the photograph and signature and stamp the date and place of issue into the passport with the date-stamp. The passports then go to the passport-despatchers for preparation of the envelopes, after which they are picked up and sent to the outgoing-mail room. If the passport application is not in order for any reason, this is noted by the examiner and the file is referred to the pool of letter-writers, with a notation by the examiner of the appropriate form letter to be despatched. Sometimes additional comment must also be added to the form letter.

Passport Office records are microfilmed. The microfilms date back to the year 1935. In this way a record of all applications is kept and may be referred to when needed. Any information in the Passport Office files is considered confidential and will not be disclosed to an enquirer. However, the records may be released to a Canadian court if it issues an order that this should be done in the interests of the furtherance of justice.

A large number of applicants, often as many as 60 a day, appear at the Passport Office in person. Their applications are dealt with in the same way as those received by mail. Every effort is made to issue passports within one week of the time the applications are received. In emergencies, however, passports may be issued within 24 hours and, if essential, can be made ready in a matter of minutes.

In addition to issuing passports to Canadian citizens, the Passport Office issues certificates of identity and collective certificates. Certificates of identity are issued to non-Canadians, legally landed and permanently resident in Canada, who are stateless or, for certain reasons, do not have passports from their country of nationality. Certificates of identity are issued only in Canada and are valid for periods up to two years. They may be renewed abroad. Unlike a passport,

a certificate of identity lists the countries for which it is valid. Collective certificates are granted to groups of Canadian citizens travelling together, such as athletes, orchestral groups, and choirs.

The following table shows the volume of business transacted by the Passport Office during the ten-year period since 1950:

Year	Passports Issued	Passports Renewed	Certificates of Identity Issued	Certificates of Identity Renewed	Total Revenue
1950	62,545	2,243	138	366	\$317,177.92
1951	67,428	2,071	349	820	\$343,813.03
1952	76,180	5,333	5,074	1,483	\$417,208.57
1953	74,275	7,863	6,030	3,516	\$425,817.87
1954	70,973	10,899	5,604	1,477	\$401,308.54
1955	79,228	12,474	4,601	2,277	\$438,261.71
1956	88,795	14,236	2,794	1,583	\$482,356.98
1957	97,738	14,934	2,361	903	\$542,317.47
1958	100,594	15,446	3,276	810	\$549,069.16
1959	115,272	16,102	5,353	1,449	\$622,658.02

It will be noted that, in spite of minor fluctuations, there has been a steady increase in the output and revenue of the Office. If this increase continues, it is expected that, in the calendar year 1960, more than 125,000 passports will be issued.

APPOINTMENTS AND POSTINGS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. R. H. Jay posted from the Permanent Mission of Canada to the European Office of the United Nations, Geneva, to Ottawa. Left Geneva December 27, 1959.

Mr. P. A. Bridle posted from the Delegation of Canada to the North Atlantic Council, Paris, to the Imperial Defence College, London. Left Paris January 4, 1960.

Mr. P. Dumas posted from Ottawa to the Permanent Mission of Canada to the European Office of the United Nations, Geneva. Left January 5, 1960.

Mr. G. S. Murray posted from the United Nations Secretariat, New York, to Ottawa. Left New York January 16, 1960.

Mr. W. G. Stark posted from the Canadian Consulate General, New Orleans, to Ottawa. Left New Orleans January 25, 1960.

Mr. E. R. Bellemare posted from Ottawa to the Canadian Embassy, Mexico City. Left Ottawa January 29, 1960.

EXTERNAL AFFAIRS

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A Canadian View of World Problems

STATEMENT BY THE SECRETARY OF STATE FOR EXTERNAL
AFFAIRS, MR. HOWARD C. GREEN, TO THE HOUSE OF
COMMONS ON FEBRUARY 10, 1960

...I find that the Canadian people are very much interested in external affairs. Fortunately, or unfortunately, they are much more interested in what the Secretary of State for External Affairs says than they were in what he said as Minister of Public Works. Probably we underestimate the intense interest of the Canadian people in world affairs at the present time. After all, is it any wonder that such should be the case? Because it just may be that the whole of our civilization is at stake, depending upon what is done by the various nations.

In my remarks today I intend to deal with nine different subjects. They are disarmament, the North Atlantic Treaty Organization, the Commonwealth, Canadian-United States relations, Latin America, Canada and the Pacific, the Middle East, the United Nations, and the Law of the Sea. If I find that time is going I may possibly delay my remarks on the Law of the Sea until we get into the Committee on External Affairs.

Before going on with these nine different subjects, I have two general comments to make.

The first is that in the world today Canada has only friends and no enemies. She is a comparatively young nation with an excellent record, for which credit is due to those Canadians who have been in positions of responsibility down through the years. Canada is a nation with no designs on anyone, a nation whose people approach world affairs with an unselfish attitude, and also a nation whose people have great capacity for friendship. I repeat that Canada today has only friends and no enemies.

For this situation, too, we owe a great deal to those distinguished representatives from abroad who have come here to man the embassies and the high commissioners' offices. They keep us informed of the views of their respective countries, and they go home at the end of their term, or to another post, friends of Canada. They have played through the years a very important part in spreading goodwill for Canada throughout the world. I should like to pay that tribute to them today, and to thank the members of the present Diplomatic Corps who have been of great help to me in these last eight months.

Time for Independent Line

The second thought I should like to place before the House is that the time has come to drop the idea that Canada's role in world affairs is to be an "honest broker" between the nations. We must decide instead that our role is to be to

determine the right stand to take on problems, keeping in mind the Canadian background and, above all, using Canadian common sense. In effect, the time has come to take an independent approach.

I do not want to leave the impression for one minute that former governments have not taken an independent approach, but across the country one has heard time and time again, "Oh, Canada can do a great deal by being honest broker between the nations, particularly between the big nations, by running from one to the other and suggesting that one should modify its attitude because the other one does not like it", and so on. This has been so particularly as it concerned dealings between the United Kingdom and the United States. Every member of the House will have heard comments to the effect that Canada should be interpreting the British to the Americans and the Americans to the British.

That idea used to appeal to me, and it may have been a wise plan to adopt at one time. But today the British and the Americans are just as close together as any two nations could be. They do not need any interpreters from Canada, or from any other place. Sometimes I think, when we do not agree with their policies, that they "gang up on Canada". I am not using the phrase "gang up" in any offensive way; if they think we are in the wrong, then it is natural that they should get together and try to do what they can to persuade us to change. It is all done in a very friendly way with the attitude that "this hurts me more than it hurts you". So we are all good friends. It is not as if there is any lack of friendship and understanding. But I do ask the Honourable Members of this House to consider whether Canada would not gain more respect in the years that lie ahead and exercise more influence if she forgot about this role of being a middleman or an honest broker.

Then to come to my first subject, the subject of disarmament. In my judgment the field of disarmament is the most important field for Canada in world affairs in 1960, because our nation is a member of the 10-nation Disarmament Committee, which literally carries with it the hopes of mankind.

May I just outline something of the background? For many years there have been attempts to work out some system of disarmament both in the United Nations and outside. Canada, I think, has participated in every committee or commission on disarmament since these efforts began and has made a splendid contribution. But this work has been discouraging, and to a degree disillusioning. During the summer of 1959, the position was that in the United Nations there was a Disarmament Commission whose function was supposed to be to work out some method of disarmament. As I understand it, the attempt had been made earlier to have a fairly small committee deal with the subject but it had been unsuccessful, so this United Nations Disarmament Commission was set up, consisting of every one of the 82 member states. You can imagine how difficult it would be for a Commission of that size to get results, and of course there were no results obtained.

Then last summer the foreign ministers of the United States, the United Kingdom, France and Russia spent many long weeks negotiating at Geneva. One result of their deliberations was that at the conclusion of their conference they announced their intention of inviting Canada, Bulgaria, Czechoslovakia, Italy, Poland and Roumania to join them on a new 10-member Disarmament Committee. They announced at the time that this Committee was expected to be, and I am now quoting from their announcement:

a useful means of exploring, through mutual consultations, every avenue of possible progress toward such agreements and recommendations of the limitation and reduction of all types of armaments and armed forces under effective international control as may, in the first instance, be of particular relevance to the countries participating in these deliberations.

It should be pointed out that five of those countries are Western countries and five are Eastern. All of the five Western countries belong to the North Atlantic Treaty Organization, and all of the five Eastern to the Warsaw Pact. Canada, of course, was perfectly willing to fall in with this idea and to serve on such a Committee.

Role of Four Great Powers

The four big nations which had decided to set up the Committee so reported to the United Nations in September because, after all, here was the Disarmament Commission of the United Nations supposedly dealing with this question of disarmament, and it was essential that there should be some arrangement worked out between the 10-member Committee and the large United Nations Disarmament Commission. The four big powers asked that the United Nations Disarmament Commission be convened to hear formally of the creation of the new Committee of Ten. These four powers, moreover, made it clear that the United Nations would be kept informed of progress in the deliberations of the Committee, because it was essential to keep the United Nations in the picture. After all, the only way in which a world-wide disarmament plan will be worked out will be under the aegis of the United Nations.

Canada was particularly concerned that the United Nations should be kept fully informed, and when I spoke in New York on September 24 I pointed out that the middle-sized and smaller powers must have an opportunity of being heard, since disarmament is of the deepest concern to all mankind. I said, further, that in Canada's work on the 10-nation Committee we would at all times keep these considerations very much in mind.

At the United Nations last fall it was very clear that the delegates from every nation were far more interested in the question of disarmament than in any other question. They had witnessed a lessening of tension across the world. There had been a visit by Prime Minister Macmillan and Foreign Secretary Selwyn Lloyd to the Soviet Union, and while we were in New York, Premier Khrushchov came to the United States. The two leading speeches in the opening debate at the United Nations were made by Mr. Selwyn Lloyd and by Premier Khrushchov, and both dealt with disarmament; each speaker put forward a plan for disarmament. Thus I repeat that at the United Nations there was tremendous interest in this question.

of disarmament, and I suggest that right around the world today there is a realization in the minds of millions of people that a nuclear war would be a catastrophe and that it would probably end civilization as we know it.

In these circumstances it was to be expected that the United Nations would fall in with the proposal of the four big powers that this Disarmament Committee should carry on the work on the question of disarmament. Something happened which had never happened at the United Nations before, I believe, when all 82 nations co-sponsored the resolution which provided United Nations facilities for the meetings of the 10-power Committee. That resolution contained these words:

The question of general and complete disarmament is the most important one facing the world today.

General Burns

The Canadian Government realized from the start the vital role Canada could play in these disarmament deliberations, hence the appointment of Lieutenant-General E. L. M. Burns as Canada's representative at these discussions. I do not need to tell anyone in this House of the wonderful record of General Burns in two wars, as Deputy Minister of Veterans Affairs, then as Chairman of the Truce Supervision Body in Palestine and finally, as Commander of the United Nations Emergency Force. He is a man respected not only from coast to coast in Canada but by delegates from every member state in the United Nations. We were able to persuade Mr. Hammarskjold, the Secretary-General of the United Nations, to release General Burns from his important command in the Middle East because the Secretary-General felt—and so did General Burns—that he could make an even greater contribution as a member of this Disarmament Committee.

In addition, Canada has opposed from the beginning any delay in the actual commencement of the work of the Disarmament Committee. We did this for several reasons, but principally because we were afraid that if there were not an early start there might be an increase in tension, and around the world people might become discouraged again and decide they would have to pay more attention to arming, with the result that the impetus gained by the friendly actions taken in 1959 might be lost. There was some inclination in some other countries to postpone the calling together of the Disarmament Committee until after the East-West summit meeting had been held. This is not to be held until the middle of May.

That would have meant that the Disarmament Committee would not have begun to function until June, or later. The next session of the United Nations would commence about the middle of September, and the 10 nations would then be in the position of having nothing to report to the other 72 member nations who are depending on us to get some results on this question of disarmament.

As I said, Canada insisted from the start that there should be no delay in getting busy on this disarmament question. In Paris last December, when we were attending the NATO meetings, the foreign ministers of the five Western

members on the Disarmament Committee were called together at the Quai d'Orsay and there we decided to invite the five Eastern members to commence the sittings of the Disarmament Committee on March 15. That invitation was accepted and the 10-member Committee is to start its work on or about March 15, I believe, in Geneva. In addition we set January 18 as the date for the first meeting of representatives of the five Western members of this 10-nation Committee. These meetings commenced in Washington on January 18 and have been continuing ever since.

At the same time, in Paris, the North Atlantic Treaty Council, which of course contains representatives from the 15 nations belonging to NATO, decided that the five Western nations on the Disarmament Committee would do all the preparatory work on disarmament for the East-West summit meeting and, further, that NATO would give all the help it could to the Disarmament Committee. You see, NATO is very much involved in the question of disarmament, because NATO has most of the forces which, of course, would be involved in disarmament and would have to work out many of the problems.

Five-Nation Group

Thus the five-nation group of which Canada is a member has a double function. It is, first of all, to participate in the discussions with the five Eastern nations and, second, to do the preparatory work on disarmament for the United States, the United Kingdom and France for use by them at the East-West summit meeting. Arrangements were made to keep the NATO Council in the picture and that there should be regular reports to the Council. That plan is being carried out. The five-member Disarmament Committee is reporting to the Council from time to time.

To date, while the five nations have been meeting only since January 18, there has been considerable progress made. General Burns has been in Washington and he comes back here from time to time. I had an interview with him last Friday. Canada is putting forward her proposals which I am not at liberty to disclose as yet. Also we are getting great help from our own Department of National Defence.

There is a series of studies being made under the direction of the five-nation group and the whole situation is really hopeful. We believe that the general objective on this question of disarmament must be to achieve a maximum of disarmament and reduction of military forces which could be verified and controlled and which is compatible with the maintenance of adequate security against aggression. However, no one should underestimate the difficulties that lie ahead nor look for universal panaceas in the near future.

There is no intention on the part of the Canadian Government to let down the guard so far as Canada is concerned, but we do believe that a genuine effort should be made to work out some scheme of disarmament. If every nation on that 10-member Committee feels the same way about it, then there will be results which will benefit mankind. This should not be taken as meaning that, if the five Eastern countries will only approach it sincerely, there will be worthwhile

results. I mean all ten nations both on the Eastern side and the Western side. If they all genuinely want disarmament in the world today then there will be disarmament.

The second subject is the North Atlantic Treaty Organization. NATO is essentially a defensive alliance and it has fulfilled this function. After all, it was set up to prevent aggression by the Eastern nations. Whether or not they would have committed aggression no one can say but there has been no aggression during these ten years. NATO continues to fulfil that same function today and must continue to do so until there is actual controlled disarmament.

Canada is doing her full share in the alliance. We have a magnificent brigade of troops in Europe and we have a thoroughly efficient air division which, next to the air forces of the United States, is the most powerful and effective air force in NATO today.

Sometimes when I hear of the criticism of the Department of National Defence I think it would be worthwhile for Canadians to recognize the fact that in peacetime Canada has abroad a permanent-force army. How difficult it is for any old soldier from the First World War to realize that. I think back to those days when my one ambition was to fulfil the terms of the song "When I get my civvy clothes on, Oh how happy I will be". I remember how everybody wanted to get out of Europe by the first boat and what a job it was to get them sorted out because everybody thought he should be on the first boat. The same thing was true of the Second War. We now have a permanent-force army and a permanent air force stationed in Europe. I repeat that Canada can hold her head high because of the contribution that is being made by her young men to the strength of NATO. . . .

NATO Comradeship

There is in that organization a spirit of comradeship built up over the last ten years which is very strong. These fifteen nations understand each other's viewpoint. There have been friendships made which will last for a lifetime. The leaders of all these countries are on the very best of terms and fundamentally the foundations of NATO go very deep. I do not believe there is any chance of the NATO alliance breaking up. Most of the European members of that alliance have made an outstanding economic recovery. They are in a very strong position; for example, France, Germany, the Netherlands and Belgium. Some, of course, are not in such a good position. Naturally there are problems.

Here you have these 15 nations and, as I say, there are problems. One which has worried Canada considerably has been to ensure adequate consultation. Last fall the big powers were talking about a summit meeting and other subjects and they were not agreeing. One thought this should be done and another thought that should be done, and instead of going to the NATO Council and airing their troubles there they said nothing about them. All the press in all the NATO countries started to speculate, as the press will do quite naturally. The press made quite a lot of good guesses, and the whole story was on the front page of

all the papers in Canada, in the United States, in France and in England. The whole story was there, and yet there were no adequate consultations in NATO.

When I went to Paris in October I had an opportunity to speak to the NATO Council and emphasized on behalf of Canada that we thought there would have to be a far better system of consultation. I made the same submissions to President de Gaulle, to Prime Minister Debré and to Mr. Couve de Murville, the Foreign Minister of France, also to Prime Minister Macmillan and Mr. Selwyn Lloyd, and they all agreed. The Americans agreed at Camp David a few weeks later. Everybody was perfectly willing to consult, but they still were not consulting.

The smaller nations, of course, agreed with us that there was great need to get a somewhat better system.

One direct result was that, when the Western summit meeting was held in Paris in December, there were consultations in the NATO Council before that was held, and there were also consultations after. The foreign ministers of the four came together and reported to the NATO Council. The report was not treated in a perfunctory way. It had quite a going over at that meeting of the Council which followed the meeting of the four.

The same plan is to be followed this year. There is to be a meeting of the heads of government of the four Western powers, I think in April, but in any event there are to be consultations with the NATO Council at each stage.

French Problems

France, of course, has a special problem in Algeria. After the events of the last 10 days or two weeks, I am sure the Canadian people will have a far clearer realization of the very difficult problems France has been facing and still faces in Algeria. She has an outstanding Foreign Minister in Mr. Couve de Murville. He speaks with great logic and great friendliness. He is very well liked in the NATO Council. I suggest that Canada must at all times have the deepest understanding for France and her problems. She, of course, is one of our mother countries, and one feels that when he goes to her shores. I am of Anglo-Saxon descent, and yet when I went to Paris, in fact the minute I stepped off the plane, I felt that I was at home with members of the family. We were treated in just that way on both occasions that I had the privilege of visiting France. I repeat, so far as NATO is concerned, that in my judgement there certainly is no sign of any impending break-up. I hope there will be no more talk in Canada about possible break-up.

I should like to explain in a word or two the position of NATO in relation to European trade problems. This is not my field, of course; it comes under the Minister of Trade and Commerce and the Minister of Finance. I had thought that NATO would be a forum for settling the difficulties about European trade, but when you remember that six of the NATO countries are in the Common Market — they are the Inner Six — and that only four of the European Free Trade Area, known as the Outer Seven, are in NATO, and that there are two from North America, Canada and the United States, and three, Greece, Turkey and

Iceland, which are not in The Six or The Seven; and when you think that Sweden, Switzerland and Austria are not in NATO; when you look at this picture, you realize that NATO is not the place to work out the problems of trade in Europe. Hence the solution of these problems has been left to other organizations, including the possibility of a new organization being set up. Every one of the NATO countries is very anxious to do whatever it can to solve those difficult trading problems.

I should like to sum up what I have to say about NATO in these words. I believe it is remarkable that NATO has developed the way it has into a closely-knit and effective organization for collective defence and co-operation in many important non-military fields. Its strength derives in large measure from the freedom and independence which its members exercise and from the strong ties of history, culture and friendship, which the nations of Western Europe share with Canada and the United States. With this background, I believe we can be confident that any differences which arise out of the alliance will be resolved, as they have in the past, in a spirit of friendship and mutual regard for each other's interests.

Commonwealth Relations

I go on to the Commonwealth. Canada's relations with each one of the other nine members of the Commonwealth are excellent. All 10 members value this membership very highly. Why should they not? As members of the Commonwealth, they have far more influence than any one of them could possibly have alone.

Another reason why they place great value on this membership is that today the Commonwealth is obviously the best bridge between the continents, playing a significant part in world affairs and of necessity working for peace. This Commonwealth of ours is so spread out around the world that it must work for peace. If there should be war the Commonwealth would be in far more trouble than the United States or the Soviet Union because, as I say, it is so scattered across the globe, and certainly everyone in the Commonwealth at the present time is working for peace.

Another reason why great value is placed on membership is that the Commonwealth is steadily growing and growing in a way that sets an example to all the rest of the world. On October 1 of this year Nigeria is to become a free nation and of its own free will a member of the Commonwealth of Nations. Nigeria is one of the leading countries in Africa with over 30 million people, the most populous country on that continent, and I believe it has the stability and the organization to make a splendid contribution, not only in the Commonwealth but also in the United Nations and in world affairs generally. This nation is one more that is being launched as an independent nation under the leadership of the United Kingdom and the other members of the Commonwealth.

We think of the launching of India, that great country which has been such a friend of Canada from the time it first got its independence, of Pakistan and

Ceylon, both similarly great friends of Canada, of Ghana, Malaya and now Nigeria and, shortly to come, The West Indies Federation, Uganda, Tanganyika and Kenya; and sooner or later the problems of the Central African Federation will be worked out. When we think of these developments going on in the Commonwealth at this time, we have every reason to be proud of our membership in that organization.

I know from my own discussions in London with Lord Home, Secretary for Commonwealth Relations, and Selwyn Lloyd that these British statesmen are deeply concerned about launching these new nations. They are putting much thought into working out the best plan to help these nations gain their independence. Here is statesmanship of the highest order.

In these short months the Prime Ministers of the Commonwealth will be meeting and there further great steps forward will be taken. I think of the contribution our own Prime Minister made in 1957 when, within a few days of taking over his present position, he got on a plane and went to London to participate in a Commonwealth Conference and there gave splendid leadership which had a great deal to do with making the Conference the success that it was. He will be leaving us again for the meetings which commence early in May. Because of the contacts and friendships he made with leaders of all the other Commonwealth nations at the Conference in 1957 and during his tour in 1958, I believe that Canada can do a great deal at the Conference in May of 1960 to strengthen further the Commonwealth and to help to implement the plans for launching new members on the world scene.

Scholarships

There is one other aspect of Commonwealth relations which is very important to us at the present time and that is the plan for Commonwealth scholarships. It was in 1958, at a conference in Montreal, that arrangements were made to set up a Commonwealth Scholarship Plan and that Plan is now about to function. Last summer a Commonwealth Conference on Education was held in England which took further steps toward implementing the Scholarship Plan. It approved a Canadian proposal for an exchange of high-level academic scholarships between different parts of the Commonwealth. It was agreed that a total of 1,000 scholarships should be exchanged between the nations of the Commonwealth, and Canada undertook to place 250 students from other parts of the Commonwealth in Canadian universities and other educational institutions at a cost of about \$1 million per year.

To guide Canada's participation in the Scholarship Plan, the Government has appointed a Canadian Scholarship Committee. The Committee is working smoothly in receiving applications from students in other Commonwealth countries who wish to study in Canada and in processing the applications of Canadians who wish to study abroad under the Plan. I am hoping that this fall 100 to 125 students from other parts of the Commonwealth will come to Canada under the Plan. They will be here for a two-year term and at the start there will be about 125.

Also at the Conference in the United Kingdom the more advanced countries agreed to provide assistance in the general field of education to their less-developed partners. Canada undertook to provide assistance by sending teams of teachers abroad to assist in training teachers in other countries, and to receive trainees for the same purpose in this country. Work is under way to implement that portion of the policy.

Canada—U.S.

The fourth subject is Canada-United States relations. One might make a very long speech on this subject but today I merely wish to say that relations with the United States also are excellent. They are on a personal basis between our own Prime Minister and the President of the United States, between the Secretary of State and myself and between various other ministers of the two Governments. This is true also at the ambassadorial level. Canada is extremely well served in Washington by our Ambassador there, Arnold Heeney. He is very well liked in Washington and I think he is doing a splendid job. Similarly, the United States Ambassador in Ottawa, the Hon. Mr. Wigglesworth, is giving splendid representation here. The relationship between the two countries at every level could not be better.

There has been a very significant step taken within the last year or two in the setting up of a Joint Legislative Committee, composed of members of the Senate and the House of Commons and of the United States Senate and House of Representatives. This Committee will be meeting again, in Washington this time, within the next few weeks. This informal group has done a great deal to help create understanding in the respective legislative chambers. Of course, there are also the relationships between private citizens of the two countries, which are probably on a more intimate and friendly basis than those between private citizens of any two other countries in the world.

We had a very successful visit at Camp David early in November when the Joint Ministerial Committee on Defence met. We were able to sit around in the lounge of the main building and discuss views frankly on a man to man basis, with both sides feeling free to make any complaints or any suggestions. I feel the results were very beneficial. I am sure this means a lot to Canadians and, of course, it does also to the people of the United States.

In the world today this is a very important relationship. One good example of the result is that tomorrow there will be negotiations taking place in Ottawa between the representatives of the United States and Canada concerning the development of the Columbia River. Here we have another great scheme which can be developed only if there is co-operation between the two nations. If this development does take place it will mean a great deal to the citizens of both countries. The representatives of the two nations have been able to get together in a way which I am sure will bring about a solution of this problem.

We are having a similar experience with regard to the Passamaquoddy project in the Maritimes. The International Joint Commission has been making studies

of that project, and I hope eventually it will be possible for some workable scheme to be devised which will be of benefit to the citizens of both the New England States and our own Maritime Provinces.

We have the same type of relationship with regard to another body of water. I refer to the Great Lakes and the St. Lawrence River. This is a joint asset which probably no other two countries in the world can equal. Its use for the purposes of power production, recreation, navigation and the protection of commerce really startles the imagination. It has been necessary, in order to maintain this great resource, for Canada to deny requests, which otherwise we might have been able to entertain, from some United States interests who have wished to remove some of the water from this basin for other uses. It has been possible to sit down and talk the whole matter over with United States representatives. I believe there is a thorough understanding between the two nations as to just what is involved.

Sometimes I wonder whether it is realized in all parts of the United States, or even for that matter in all parts of Canada, just how vital the St. Lawrence and Great Lakes have been from the dawn of Canadian history. They have been the main geographic features in the development of Canada. Two-thirds of the people of our nation live in this area, and for us it is possibly of a great deal more significance than it is in the over-all United States picture. If that fact alone is realized, I believe that our difficulties with the United States on this question will eventually be solved.

Latin America

Then, I come to the fifth subject, and will deal with only four more. I refer to Latin America. In what is known as Latin America there are 20 republics all imbued with the love of freedom and all very responsible members of the United Nations. Many of them took part in the old League of Nations. At the United Nations today, these 20 Latin American nations are making a great contribution. The current President, Dr. Belaunde of Peru, has been outstanding in fulfilling the functions of that office. Latin America has given five Presidents to the United Nations since that organization was set up, a far larger number than from any other area in the world.

They have a deep friendship for Canada. They feel that we are all American nations together, that we are all in the Western Hemisphere and that we have very much in common. They are anxious to increase their trade with us, and we are anxious to increase ours with them. I think there is also a great deal more that could be done to extend our relations in the cultural field with these Latin American countries.

It is our intention to pay special attention to Latin America. I am hoping it will be possible to get away for a visit to the Argentine in May when they are celebrating 150 years of independence, and also that it will be possible to visit some other Latin American countries, as well as to hold consultations with our

eleven Ambassadors in Latin America. This is an area in which I believe a good deal more can be done than has been done by Canada in the past.

The next subject is Canada and the Pacific. I realize that many Canadians are not clearly aware of the fact there is such a place as the Pacific Ocean. Today I plan to say a few words about Canada's relationships with the different countries around the rim of the Pacific.

First of all, there is Japan. We had a visit a few days ago from Prime Minister Kishi and Foreign Minister Fujiyama. It was possible to discuss all the problems between the two countries in a most amicable way.

Canada's relationship with Japan is excellent. At the United Nations Japan has been one of our firmest friends. She was the first to offer to co-sponsor our resolution on radiation, and we have had excellent co-operation from her representative. In the field of trade they have also been co-operative. There have been difficulties about Japanese goods coming into Canada and affecting the sale of Canadian products. The Japanese have throughout been very fair in the attitude they have taken in these discussions and, as I have said, the relationship between our two nations is excellent.

Southeast Asia

Then going a little further down on the far side of the Pacific we come to the old Indochina, South Vietnam, Cambodia and Laos. There Canada has been a member of the three International Commissions set up under the Geneva Agreements, and we have as a result had reason to follow very closely what goes on in that particular part of the world. We were worried last fall about the situation in Laos. It appeared as though there might be the beginning there of a full-scale war in the Far East. Canada took the position on the Security Council, and later in the General Assembly, that there should be a United Nations representation in Laos. This policy was followed: I believe there are still representatives of the United Nations in Laos. There has been no war and it looks as though the difficulties are gradually being settled.

We were also involved in this area because with several other countries we are participating in an aerial survey of the Mekong River. This is the key river through that part of Asia just as the St. Lawrence is the key river in this part of Canada. We have people out there now taking part in this survey which will be very beneficial to all of the nations in that particular area.

Then in Malaya, where an outstanding job is being done in carrying on the government of this new member of the Commonwealth of Nations, we have close contacts and there is the best of goodwill between our two countries.

In Indonesia a similar situation obtains. We have many Indonesian students studying in Canada. We have a mission in Djakarta, and the relationship is excellent.

With regard to Australia and New Zealand, here we have, of course, two of our oldest and best friends, the ties are so strong, and they go back over so many years. We work closely together in the United Nations, and under all conditions

the relationships between Australia, New Zealand and Canada are excellent. I hope it will not be very long before we can announce the conclusion of trade negotiations with Australia, and from time to time the various problems which arise between these fellow members of the Commonwealth and ourselves will be ironed out.

Red China

This is a picture of our friends across the Pacific, and I know that everyone will be wondering just what our attitude is about the recognition of Red China. Most of the countries to which I have referred look on this question in exactly or practically the same light as Canada; for example, Japan, and I believe Malaya, Australia and New Zealand. The Canadian Government does not believe that Red China should be recognized under present conditions. I have made that clear in answer to questions in different parts of the country, and there is no need to repeat here our reasons at length.

Fundamentally, our reasons are that we believe it would be letting down our friends in that part of the world, particularly in Southeast Asia, were Canada to take the step of recognizing Red China at the present time. Also, she is in default under various resolutions passed by the United Nations. Certainly, her actions in Tibet and in India during the last few months have not made it easier for any of the countries which have not already done so to recognize her.

There is another very good reason which I think should be emphasized in this House. One of the main difficulties in any approach to the problem is the fact that, given the attitude of Peking, recognition on the part of Canada, unless accompanied by explicit acceptance of Peking's claims to the exclusive right to represent China in the United Nations and to occupy Taiwan — Formosa — would, in all probability, serve to bring about only a worsening of our relations with Communist China. Evidence of this is a matter of record. The Communist Prime Minister, Mr. Chou En-lai, at the last session of the National People's Congress, held in Peking last April, said unequivocally — and here I am quoting the Chinese Prime Minister:

Taiwan is an inalienable part of Chinese territory. We are determined to liberate Taiwan, Penghu, Quemoy and Matsu. All U.S. armed forces in the Taiwan area must be withdrawn. The Chinese people absolutely will not tolerate any plot to carve up Chinese territory and create two Chinas. In accordance with this principle, any country that desires to establish diplomatic relations with our country must sever so-called diplomatic relations with the Chiang Kai-shek clique, and respect our country's legitimate rights in international affairs.

It is clear, that the Peking Government's quarrel is not solely with the Nationalist Government installed on the Island of Formosa. The Peking Government is opposed to any arrangement that will give a separate status to Formosa, whether under the Nationalist Government or any other. In fact, the official new China News Agency spoke a few weeks ago of the — I am quoting — “plot engineered by the United States to put Taiwan under United Nations trusteeship”.

Middle East

Now a word about the Middle East. Canada is not a member of SEATO and is not directly concerned with what is done in the organization. We are, of course, in close contact with most of the nations which belong to SEATO. Our dealings with them are as nations rather than with SEATO as an organization. The same thing might be said concerning the ANZUS Treaty.

The Middle East continues to be a very sensitive area. Canada has embassies in the United Arab Republic, Israel, Lebanon, Turkey, Iran and I hope before long will have some representation in Iraq. Our relations with all of these countries are good, even though they do not all agree among themselves. We are, of course, at all times doing what we can to help bring about a settlement of these very difficult problems in that area. We are also involved directly because of Canada's participation in the United Nations Emergency Force. We had there in that Force 945 men as of December 31. That was the second largest of the seven national units in the Emergency Force.

We believe that this Force is rendering a very efficient and worth-while service. Whereas there was some trouble on the Israeli-Syrian border a few days ago, no such trouble has flared up in the area where the United Nations Emergency Force is situated. Of course, it is not equipped for major fighting; it has only small arms and it is only, really, a police force. But we think it is rendering a great contribution, and regard it as a vital stabilizing force in the Middle East besides being a demonstration of the ability of the United Nations in similar conditions to place in the field a paramilitary force of substantial size as a means of separating combatant forces and preventing the renewal of hostilities between sovereign states.

We are also very much interested in the problem of the refugees in the Middle East. This subject was debated at some length in the United Nations, and Canada is continuing her contribution of \$500,000, subject to Parliamentary approval, to UNRWA for work in this field.

Finally, there is the United Nations itself. I do not take the United Nations last because of any considerations as to relative importance, for it certainly is as important in Canadian external policy as any other organization. It is a huge organization with several thousand employees and I believe most of them have a United Nations mentality; rather than feeling they are working for their own countries they feel that they are working for the United Nations. They are being given wonderful leadership by the Secretary-General, Mr. Hammarskjöld, who is bringing order out of chaos in an amazing way. When I think of having 82 parties in the House of Commons here and trying to reach any result, and then see the representatives of 82 nations working together down in New York, I am forced to conclude that somebody, somewhere, has done a great deal of careful planning, and it is really a seven-day wonder the way results are obtained at that organization.

From the point of view of a foreign minister, the meetings of the General Assembly are extremely valuable. I had the opportunity to meet and talk with at least 35 foreign ministers, and I know no other way in which it would have been possible to get their views or to pass on Canadian views to them. These contacts alone have more than justified any time spent in New York during the sessions of the Assembly.

Canada was represented at the last Assembly by a splendid Delegation. I am very proud of the part they played and I include everybody — those who came from outside the service, the delegates, the alternates who came from the Department and the Parliamentarians from all parties. We were there as a team. Each and every one of the group made a great contribution and I think we were able to give Canada good representation throughout the Assembly.

One is also struck by the work done by the Permanent Mission to the United Nations. In effect, this is Canada's embassy at the United Nations, and so much is done there under pressure — resolutions and amendments and difficult problems come up so fast and so frequently — that decisions have to be made in a hurry, various people have to be consulted in a hurry.

Fallout Information

We had as our main initiative this year a resolution to provide for more effective collection of information on radiation and fallout, and also a more effective method of distributing such information. We had a great deal of difficulty in getting that resolution through. The vice-chairman of the Delegation, my Parliamentary Secretary, Mr. Nesbitt, did a wonderful job in carrying out these negotiations. He has become one of the outstanding representatives at the United Nations. With any luck at all he will play a very significant part for Canada in foreign affairs.

These negotiations on this resolution took a long time, in fact they took many weeks. We had to convince the big powers that the resolution should go through, and we had to convince the Eastern powers that we were not trying to deceive them. Finally we got ten co-sponsors — Argentina, Austria, Czechoslovakia, Italy, Ireland, Japan, Ghana, Norway, New Zealand and Mexico. None of these were big powers; we got the middle powers and received unanimous support from the General Assembly. I hope that resolution will be of considerable help in meeting the problems of radiation.

We also had some complications in connection with the election to one of the non-permanent seats on the Security Council. Canada was supporting Poland because we thought that under the gentleman's agreement reached in 1946 the seat should go to Eastern Europe. We also thought this election should not be made a cold war issue. Poland had been in the field for some time before the United Nations sat, whereas Turkey was not put forward until after we had met in New York; taking all these things into consideration we reached the conclusion that we should support Poland. Many of our friends thought the same thing; many of the Latin American nations, for example, reached the same conclusion.

There was a series of votes, about 50 votes altogether, but nobody would give in. Both contenders were evenly balanced. Finally, our Delegation was able to play a considerable part in bringing about a compromise under which Poland took the seat for the first year, and Turkey will take it for the second.

We also had difficult questions to face in connection with atomic tests. There was a resolution condemning the proposed tests in the Sahara and Canada, having made her decision clear from the start that she was against atomic tests, voted for that resolution. It was very difficult for some of our friends to understand why we would not be voting on their side but we believed that our policy was the right one and we voted for the resolution throughout.

We were able to support France later on in the resolution about Algeria. President de Gaulle, we thought, had offered very good terms for the settlement of that problem and we felt free to support France throughout on that question.

South Africa

We have been criticized in some places in Canada for our vote on the resolution on *apartheid*. Here again was another very difficult question. The previous Government, just as the present Government, had been against the policy of *apartheid*. No one in Canada believes in an *apartheid* policy. Yet the previous Government had seen fit throughout to abstain in so far as paragraphs in resolutions directly condemning South Africa were concerned and in certain cases saw fit to abstain on the whole question. I think in no case did they vote against South Africa.

Last year the present Government did vote against South Africa on a resolution which was a good deal milder than the one which was brought forward in this last session of the United Nations; after careful consideration we voted for those paragraphs in that resolution condemning *apartheid* in general but abstained on the paragraphs which named South Africa; abstained on the vote on the whole resolution.

Last fall South Africa was elected one of the Vice-Presidents of the United Nations and her Foreign Minister, Mr. Loewe, made an excellent contribution to the work of the Assembly. In addition to this South Africa has had a long record of worth-while accomplishments which it would not do any harm for the Canadian people to recall.

Just about 60 years ago the Boers in South Africa were fighting a valiant battle against the British Empire, with Canadian troops participating against them. After that war they were offered self-government and the great Boer leaders General Botha and General Smuts took the lead in accepting that offer and in setting up a government in that country. Within a few short years World War I broke out and they actually put down rebellion in their own country by one of their fellow generals in the Boer War of a decade earlier and their troops fought beside us throughout the World War.

In the intervening years General Smuts, as Field Marshal Smuts, became one of the outstanding world statesmen of my time. Other than Sir Winston Churchill

there were probably no more outstanding world statesmen contemporary with Field Marshall Smuts. He made a great contribution toward world peace.

In World War II South Africa was with us again. Before we talk of voting against South Africa and of taking the course advocated by a delegation here not so long ago, a course that would lead to South Africa being thrown out of the Commonwealth, I suggest that all Canadians should just stop and think for a few minutes. If we adopt the sort of policy that would lead to throwing countries out of the Commonwealth there would be no Commonwealth left before very long.

Canada believes that the Commonwealth is of such great value in world affairs that a course of the type I have mentioned would be doing a disservice to the Canadian people and to the world at large. We have been able to use our influence for the modification of policies we do not like, but to come out and condemn a fellow member of the Commonwealth as has been suggested would be very unwise in our opinion.

So much for the nine subjects which have now been reduced to eight.

In conclusion may I say this. Canada is a strong young nation, steadily growing stronger. It is a nation, as I have pointed out, with a good record in world affairs, with many friends and one that is actively participating in various associations such as the Commonwealth, NATO and so on. Above all it is a nation with an idealistic, unselfish approach. I suggest that Canada can play a vital part in world affairs today, perhaps just as vital a part as any other nation in the world. These next ten years could be Canada's years in world affairs. This is the great challenge to Canadians, the challenge I should like to place before them this afternoon, and I offer this challenge particularly to those Canadians who from time to time represent the Canadian people in this Parliament.



At Toronto's Malton Airport, Mrs. Ellen Fairclough, Canada's Minister of Citizenship and Immigration, is kissed by little Nevenska Filipovic, a member of the first group of refugee families, each with one TB sufferer, to be brought to Canada during World Refugee Year. The other persons shown are (left to right): Mr. N. Bojovic, International Institute of Metropolitan Toronto; Nevenska's sister; Dr. Matthew B. Dymond, Ontario Minister of Health; Mme. Filipovic. The Filipovics, who are Yugoslavs, came to Canada from the Latina Refugee Camp in Italy.

External Affairs in Parliament

THE Speech from the Throne opening the 3rd session of Canada's 24th Parliament contained a number of references to foreign policy. During the latter half of January and during February, statements of varying length on Canada's external relations were made by Prime Minister Diefenbaker, the Secretary of State for External Affairs, Mr. Green, and the Minister of Finance, Mr. Fleming.

Speech from the Throne

The Throne Speech, read on January 14 by Governor-General Vanier, contained the following paragraphs on international topics that would be given special attention during the session:

... My Prime Minister looks forward to meeting with the leaders of the other Commonwealth governments early in May. The Commonwealth is in a state of rapid constitutional development. During the course of the year Nigeria is to become an independent member following those constructive processes by which the Commonwealth has set a lead in peaceful evolution of new nations from dependent territories.

We welcome the spirit which has made possible the progress of the past year in meetings between the leaders of great nations and we believe that with wisdom and patience the series of meetings arranged to commence in Paris in May can bring about the results which all desire. Canada will be prepared to assist wholeheartedly by consultation, particularly in the North Atlantic Treaty Organization, with those immediately involved in these efforts to achieve just diplomatic settlements.

A lasting peace between nations, founded upon understanding and tolerance, is the strongest aspiration of Canadians. The Government continues to regard as a primary goal the achievement of the greatest possible measure of controlled disarmament. Canada will devote every effort to discharging its responsibilities as a member of the Ten-Nation Disarmament Committee. Some progress has already been made by those nations possessing nuclear weapons in preparing a treaty to discontinue the testing of such weapons and to establish a system of international control.

We are heartened by the unanimous approval given by the United Nations to the Canadian proposal to sample and analyse more widely and effectively the radioactive content of the atmosphere, soil and food. For this purpose necessary funds to enable Canada to take a leading part in this work will be requested.

It must be expected that the recent technological advances in the penetration of outer space will lead to further dramatic developments. Canada welcomes the opportunity to participate actively in the United Nations committee intended to ensure that outer space is used only for peaceful purposes.

Economic and technical assistance to the less-developed nations of the world continued to be needed both on humanitarian grounds and to provide the economic basis for peaceful and orderly progress in those nations. You will therefore be asked to continue programmes of aid to other, less-developed nations, particularly those in the Commonwealth. You will also be asked to vote support for the programme of scholarships and fellowships to be exchanged within the Commonwealth adopted at the suggestion of Canada.

Substantial progress has now been made in finding a satisfactory basis for the development of the power of the Columbia River in co-operation with the United States and negotiations for this purpose have now been initiated with the Government of the United States. The results will be placed before Parliament for approval and for the authority to take the measures necessary to bring about the full use of this most valuable source of power. The Government of Canada remains ready to participate with British Columbia in the joint development of the potentials of this great river.

International trade is one of the chief bases of Canadian prosperity and must continue to be a major interest of this Parliament. The growing exports of various countries are presenting us with both increasing opportunities for trade and problems of competition. Developments of far-reaching importance to Canada's trade are now taking place in Europe, and two of my Ministers are in Paris today consulting on these subjects with representatives of other nations . . .

Canada and Collective Defence

On January 18, in an address on the Speech from the Throne, the Prime Minister said, concerning Canada's defence policy:

All of us know . . . that the problem of defence remains with us the major cause of the tremendous expenditures that we in the free world are obliged to make A rigid or final course would have no regard to the changes that are taking place internationally. Indeed, in the last three days a speech has been made by Mr. Khrushchov to which I also intend to allude and which in every way bears out the views expressed by the Minister of National Defence over and over again in the House at the time of the cancellation of the contract for the CF-105, that the day of manned bombers was about to be over and that in the 1960's we would be in the missile age.

The day before yesterday Mr. Khrushchov outlined in detail almost exactly the viewpoint expressed by the Minister of National Defence, his information having been secured from those in responsible positions among the Chiefs of Staff and also from the various portions of the free world which gather information in this regard. Indeed, when he took that stand there were many people across Canada who could not believe that the U.S.S.R. was about to bring about an end to the manned bomber.

I mention that matter because in defence the uncertainty to which all of the free world is subject arises from the fact that it can never be finally determined

whether or not the U.S.S.R. means to go to war or whether, if it does so, the war will be a nuclear one. This debate on the question of what should be done in respect of defence is taking place not only in Canada, the United States, France, the United Kingdom and the free countries in Europe but everywhere in the world. The United States has been following a course which is based on the fact that if war comes it will be a cataclysmic nuclear war, the result being that ground forces and conventional weapons will take second place.

Defence policy cannot be certain. If it could be certain, and if we could determine today the course for the next three or four year, great savings might be made If we could anticipate what the U.S.S.R. would do, naturally we would be able to look into the future as to the course that should be followed with the same clarity that all of us can look into the past.

The attitude of the Canadian Government and its stand on defence was clearly set forth in detail in the Defence White Paper in April 1959. That Canadian defence policy derives directly from our foreign policy and is designed to ensure national security and the preservation of world peace. These objectives are reached through collective arrangements within NATO and the United Nations. It is the defence policy of Canada to provide forces for defence against an attack on the North American continent; the collective defence and deterrent forces of NATO in Europe and the North Atlantic; and to support the United Nations in attaining its peaceful aims.

Then there is set out in detail the course to be followed. It is stated that the knowledge that an act of aggression would in all likelihood occur with little or no warning requires that Canadian defence forces be at the maximum state of readiness. The course to be followed is there set out in detail and it deals with the attitude of the Canadian Government based on the best information that we could secure. In this White Paper, it is stated that it is now considered that the threat of the manned bomber is not as great as was originally anticipated and that, furthermore, by 1962, when the CF-105 would have come into operational use in the RCAF, the main threat is expected to consist of long-range missiles rather than manned bombers.

Those were the words in the White Paper of April 1959. Those are words that have been borne out in the declaration made two days ago by Mr. Khrushchov. As I said a moment ago, our defence policy is for the purpose of contributing to the maintenance of peace. We know that there will be no victor in the next war. Gone are the days when a nation could consider war as a means of enforcing a certain policy and of furthering its political aims. The whole purpose of armed forces today and of defence expenditure is to create a state of preparedness which would enable a country under the imminent threat of all-out nuclear attack to retaliate with a knock-out blow of equal force or at least of sufficient force to meet the aggressor.

In other words, our policy has been one of collective defence. Aware as we are of the changing concept of defence in this age of thermonuclear weapons,

of rockets and space ships, we have endeavoured to bring about in Canada the attainment of the largest degree of defence that can be attained in the fields in which we anticipate defence will be important two, three or four years from now, to the end that expenditures shall be maintained at a minimum for those materials that cannot reasonably be expected to be other than obsolete in the days ahead.

I am going to refer to Mr. Khrushchov's speech in more detail when I come to refer to international affairs. The fact remains that he has declared that the U.S.S.R. has a bountiful supply of rockets and missiles, that it is going out of the manned bomber and that it possesses a new secret weapon which makes it the most powerful nation in the world.

Our principle is to secure the largest return possible in defence, the decision being a matter to determine according to the nature of the weapons, on the basis of the best information procurable

Europe and the World Economy

On January 18, Finance Minister Fleming reported to the House of Commons on the thirteen-nation Paris Economic Meetings he had attended on behalf of Canada during the second week of the month:

I should like at this time to make a report to the House on important meetings which took place last week in Paris on broad economic matters. My colleague the Minister of Trade and Commerce and I represented the Canadian Government.

Before describing the events of last week it might be helpful if I were to outline the events which led up to the meetings. In what I have to say, when I am referring to Europe, I am including the United Kingdom in that designation.

Immediately after the war, the United States made reconstruction loans to Europe; and Canada made, on a proportional basis, even greater loans to Europe. It soon became clear, however, that these loans were not enough to ensure full European recovery. We all recall the wave of hope and encouragement that ran through Europe and around the world when, in June 1947, General Marshall announced the famous Marshall Plan. Under that Plan, with its massive economic aid from the United States, Europe carried forward its post-war economic recovery. While the Marshall Plan was essentially economic, it was, of course, of great political significance. It fostered closer relations between European countries, especially through a new body known as the Organization for European Economic Co-operation or, more briefly, OEEC. Canada and the United States both became associate members of OEEC in 1950, reflecting the contributions that both made to European recovery and common membership in NATO.

Then came a development of a rather different nature. Six countries of Europe began to lay plans for a very much closer form of association. They are France, Germany, Italy, the Netherlands, Belgium and Luxembourg. In these plans the establishment of strong ties between France and Germany was particularly important. In the succeeding years The Six have agreed amongst themselves to form

the European Coal and Steel Community, the European Atomic Energy Agency, known as EURATOM, and the European Economic Community or Common Market. GATT permits the formation of common markets under specified conditions. Accordingly, The Six are, over 12 or 15 years, abolishing trade restrictions of every kind between themselves and developing a common tariff which they would apply to imports from the rest of the world.

While these developments were understandable, it is also understandable that the other European countries, which participated in the earlier post-war European initiatives but which, for political or economic reasons, were unable to join with The Six, should regard the plans of The Six with mixed feelings. If they could not share in all the political activities of The Six, could they not at least share in the economic arrangements? Hence emerged the proposal by the United Kingdom for a Europe-wide industrial free trade area. Unfortunately, however, the two movements, one for a close association of six and the other for a much looser association of 17, reached an impasse at a ministerial meeting of the OEEC in December, 1958.

Faced with this situation, seven European countries including the United Kingdom, Sweden, Norway, Denmark, Switzerland, Austria and Portugal, quickly decided to form a free-trade area among themselves. They did this partly for the benefits it would bring to its members but also in the hope that, in due course, The Six might find the idea of a Europe-wide free-trade area more acceptable, and in the fear that without such an arrangement The Six, from a position of strength, might make separate trade arrangements with each of the seven individually. Thus, by the end of last year, the 18 full members of OEEC were divided into The Six and The Seven, and a remaining five have no special association with each other.

Since the breakdown of negotiations in OEEC in December 1958, no common ground had been found for substantial discussions between The Six and The Seven, and growing concern was expressed about a possible split between European countries with effects running far beyond the economic field.

Politically as well as economically, Canadians must be apprehensive of any division that emerges amongst our partners in NATO. We depend in no small measure for our common defence on the strength and solidarity of Western Europe. Although, of course, the Paris meetings were not in any sense, and by their composition could not have been, NATO meetings, Canada naturally approached last week's meetings having in mind article 2 of the North Atlantic Treaty, requiring members to "seek to eliminate conflict in their international economic policies".

Our economic concern was twofold. We feared lest the situation developing in Europe should lead to trade barriers against outside goods more restrictive than were necessary or indeed justifiable. We also feared that some new form of discrimination against Canadian goods, some new European preferential system from which we were excluded, might emerge to the detriment of our exporters.

These concerns were voiced very clearly and very forcefully when, in the opening meeting last week, my colleague the Minister of Trade and Commerce spoke in part as follows:

I need hardly remind those present here of the great importance of international trade to Canada — We have large markets in Europe, accounting for 30 per cent of our total exports, and most European countries have large and expanding markets in Canada — Canada has been anxious lest the policies of the European Economic Community and the European Free Trade Association be restrictive in their effects on world trade — All of us — have an obvious interest in maintaining generally accepted rules which provide reasonable and fair access to markets throughout the world.

Any protectionist or discriminatory development in Europe against imports from Canada would, in our view, be particularly indefensible in the light of the great increase in prosperity and economic strength in Europe during the past two or three years. This strength has brought with it the long sought for convertibility of European currencies and a rapid and welcome process of dismantling trade restrictions. Europe has built up its gold and dollar reserves to a substantial level, much of this inflow coming from the United States. Indeed, the situation is now such that European countries are in a position to review in a new light not only their trade and tariff policies but also their capacity to extend aid to the world's under-developed countries. This marked improvement in the balance of the world's economic strength was an important part of the background of last week's meetings.

Meanwhile the OEEC stood at a cross-road, and the widest divergence of views existed regarding the roles which it ought and ought not to play in the future.

The growing concern over these matters that was entertained in Ottawa was entertained also in Washington. In November and December of last year the United States Undersecretary of State, Mr. Douglas Dillon, visited Europe to explore the problems. His visit resulted in a more rapid crystallization of ideas and a more rapid series of events than he or anyone else had anticipated. It was not only clear that something should be done, but also that it should be done quickly.

Mr. Dillon was in Paris just before the NATO Council meetings began in mid-December, and a week before the Western "summit" meeting. Ministers on the Canadian Delegation to NATO were able to discuss the rapidly evolving situation with ministers of the United States, the United Kingdom and other countries

The four heads of state and government on December 20 decided that an invitation should be issued to 13 countries, including Canada, and also to the European Economic Commission, to attend the meeting that began in Paris last Tuesday.

In the week before that meeting the Minister of Trade and Commerce and I went to Washington to hold preliminary informal discussions with Mr. Dillon and also with Mr. Anderson, the Secretary of the Treasury. These talks were most constructive. In the course thereof the United States Secretaries assured us

that they shared our concerns regarding access to European markets, not only for manufactured goods but also for materials and foodstuffs in which Canada is particularly interested.

Immediately the Canadian Delegation arrived in Paris we had useful talks with the French authorities and valuable discussions with the Chancellor of the Exchequer and the President of the Board of Trade.

Thirteen, as we ourselves had feared, turned out to be an unlucky number. The thirteen were made up of two from North America, five from The Six, five from The Seven, and one so-called "European neutral". This left seven European countries off the invitation list, and very naturally most of them were dissatisfied and critical. The reason against a meeting of twenty was the feeling on the part of some European countries, who were dissatisfied with the recent role of the OEEC, that such a meeting would be considered as a meeting of the OEEC itself.

Nor were these seven the only countries in the world that were perturbed by the course of events. As the date for Paris drew near the Canadian Government received inquiries and representations from a number of other governments, some in the Commonwealth and others outside. All of them were worried by the possibility that important movements were on foot, and important decisions were to be taken, in which their interests were involved but in relation to which they had no direct voice. These governments may rest assured that in the recent meetings the Canadian Delegation did all that it could, and not without some success, to ensure that their interests were not neglected.

These representations served to remind us vividly of the dangers and damage that could attend restrictive regionalism, whether in Europe or elsewhere. Political and commercial interests go hand in hand. The most constructive, least divisive, solutions for commercial problems are to be sought not by one region of the world seeking insulation from the rest, but in arrangements that can encompass all free nations on a basis of harmony and equality.

It may simplify matters at this point if I explain that in Paris last week there were in fact three successive, and in a sense quite separate, meetings, and that three themes ran through all three of them. The first meeting was of the thirteen; the second was of the twenty, as independent equals; the third meeting was of the OEEC Council, where all twenty were present but where Canada and the United States were only associate members, without voting rights and without obligations. This was the first occasion on which Canadian ministers had attended an OEEC meeting. In the past Canada's representation has been by officials rather than ministers.

The three themes of the meetings were trade, aid, and organization; that is to say, the reorganization of OEEC. Each issued in a resolution, which was first adopted by the thirteen, and then adopted without alteration in the twenty. . . .

It is convenient to begin by reporting what developed in the field of organization. It quickly became clear that there was widespread support amongst European countries for a revision or reconstitution of OEEC that would fit it

for the tasks of the 1960's, rather than the Marshall Plan and the 1950's, and would at the same time make it suitable for adherence by Canada and the United States as full members.

This task of reconstitution is to be undertaken in two stages. First, four experts in their personal capacities are to compile a report with recommendations. After that there will be such meetings and discussions among the twenty governments as the matter may require. The first meeting will take place on April 19. The whole process of approval, including ratification by the United States Congress, would inevitably last well into next year. One of the experts will come from The Six, one from The Seven, one from the United States, and one from the remaining countries.

During the meetings the United States representative declared the willingness of his Government to join the reconstituted organization, subject to agreement on a satisfactory constitution and subject to Congressional approval. As for the Canadian Government, our wish would be that Canada would also find it possible to become a member. Europe has now fully emerged from the period of post-war economic difficulties and is an increasingly important force in world affairs. In these circumstances Canada, with vital European and world interests engaged, should be prepared for full participation.

The second theme in Paris was aid, and on this I can speak briefly. European countries are showing not only an increased capacity but an increased disposition to provide aid, not only through multilateral organizations such as the United Nations and the International Bank for Reconstruction and Development, but also bilaterally, just as we have done for nearly ten years under the Colombo Plan and in other ways. It has been agreed that, pending reconstitution of the OEEC, eight countries should pool their experience and know-how with regard to aid programmes. No financial commitments are involved, and no change in Canada's aid programme, as included in the estimates for the coming fiscal year, is to be anticipated. The members of this group, in addition to ourselves, are Belgium, France, Germany, Italy, Portugal, the United Kingdom and the United States, together with the Commission of the European Economic Community. The committee has power to add to its numbers. The group will consult the International Bank, and thus avoid overlapping of activities with that or other international institutions.

The third theme was trade, and for Canada, of course, this was the most important. There was general agreement that, at least pending reconstitution of the OEEC, some forum should be set up in which it would prove possible to discuss the problems of The Six and The Seven in their European and world-wide contexts. In the face of strong differences as to the precise terms of reference of the new trade committee and the number of countries to serve on it, the Canadian Delegation put forward proposals which formed the basis of the resolution eventually adopted as the unanimous decision of the conference. A committee of 20, of which Canada is, of course, a member, with power to establish subcommittees

was agreed on. The terms of reference, while according priority to the relationship between The Six and The Seven, are not confined solely to European aspects of trade relations. It was also decided that the committee should include the Executive Secretary of GATT. He will, I am sure, play a constructive role and his presence on the committee should, at least in a measure, allay the apprehensions of the many countries outside Europe who have been worried that the Europeans, preoccupied by their own difficulties, might disregard the interests and the rights of outsiders.

In regard to all three resolutions, but particularly in regard to that on trade, the Canadian Delegation was successful in its attempt to promote acceptable solutions for general problems while protecting Canadian interests.

In the short time available, last week's meetings did not attempt to grapple with substantive issues of trade. What was required was agreed machinery which could come to grips with these issues. This will now be done in the trade committee and its subcommittees. It is now for countries involved to put this machinery to the best possible use in solving their problems without sacrificing the interests of others. It is the sincere hope of the Government of Canada that all the countries concerned will effectively employ this opportunity.

In this regard we must recognize that the outcome of current economic issues in Europe will have significant effects throughout the world. Trade policies are not made in isolation, but through interaction. The commercial policies to be followed in Europe cannot fail to influence United States policies, and both are of critical importance to Canada.

The meetings of the past week may well prove to be memorable. At these meetings the United States displayed, once again, leadership of a very constructive nature; and this leadership involved the relationships between the United States, Europe, and the rest of the world. Since the war the United States, abandoning its historic isolationism, has been willing to recognize its own interest in the reconstruction of a devastated continent and in the defence of that continent against the danger of expansion and aggression from the east.

Last week, European countries and the United States, together with Canada, came together as equals around a table to discuss common economic problems. Let it be remembered that there was not only the problem of the threatened trade split in Europe but there were also the problems of balances of payments and of enlarging the aid given by the more industrialized countries of the free world to the less-developed. The countries participating were ready to concern themselves not merely with the responsibilities of the Atlantic Community within itself but with its responsibilities in the world at large. No development could more closely serve the interests of this country.

Canada has been historically a North Atlantic country. Its history has been bound up with the United Kingdom, Western Europe and the United States. We can expect to achieve our full stature only if Europe and the United States are in harmony. But Canada is also a member of the Commonwealth and the

free world, with trading interests in every quarter of the globe. Just as we have urged that the European Common Market and the European Free Trade Association should be outward looking, so we should hold to the view that all North Atlantic countries should be outward looking . . .

Colombo Plan Aid to India

Mr. Green informed the House on January 19 of the amount of Canada's assistance to India during 1959-60 under the Colombo Plan:

. . .The House will wish to know that, under the 1959-60 Colombo Plan Programme, Canada has agreed to make available to India \$25 million, which will be used to provide Canadian commodities and equipment requested by the Indian Government to help carry forward its second Five-Year Development Plan.

This \$25 million will be used for the following purposes: \$11.5 million for the provision of industrial metals including aluminum, copper and nickel which are required to maintain an adequate level of industrial activity and employment for the balance of the current five-year plan; \$7 million for the provision of wheat to meet urgent food shortages; \$2.55 million for fertilizers which will be used to help meet one of India's most urgent problems, increased production of food; \$2 million which will be used to purchase diesel locomotives; \$130,000 for three cobalt beam-therapy units; \$700,000 for further work on the \$8.7 million Canada-India reactor which is being built near Bombay; \$250,000 for radio-teletype equipment to assist India in expansion of its meteorological facilities; \$120,000 for raw asbestos required for the construction of factories and industrial housing; \$750,000 which will be used to carry out feasibility studies on four hydro-electric projects which India has requested Canada to consider for financing under the Colombo Plan.

In addition to the foregoing capital aid allocations, Canada is continuing its programme of technical co-operation in India as part of its over-all Colombo Plan programme for South and Southeast Asia.

With reference to the 1958-59 programme for India, it has now been agreed that \$380,000 which had not been allocated to specific projects in that programme will be used to provide \$250,000 worth of copper and \$130,000 worth of equipment for a scheme to improve the milk distribution system in Calcutta.

Canada's Policy on Disarmament

The following extracts on disarmament are taken from a speech by the Prime Minister to the House on February 11:

. . .What we believe in is that there should be an agreed Western position to serve as a point of departure in the negotiations with the U.S.S.R. in the 10-Power talks which start next month in Geneva, and this is what we are aiming at: to make a contribution by the submission of proposals and comments which will assist

in bringing about a plan for international disarmament which will be realistic, negotiable, and at the same time not imperil national security.

... These are views expressed in summary which I think represent the thinking of Canadians as a whole on this matter. First, Canada's policy should be directed to the achievement of maximum disarmament and the reduction of armed forces which can be verified and controlled without endangering the security of the nation against aggression.

Second, whatever is done cannot be achieved overnight and will require to be done by steps or stages. To that end I suggest that immediate consideration and priority might be given to the control of missiles designed to deliver nuclear weapons of mass destruction and also to bring about an agreement whereby the location of missile sites should be designated.

Third, at the conference at Pugwash much was said regarding biological and chemical weapons. I believe the time has come that the nations should agree that the manufacture and use of biological and chemical weapons should be banned.

Fourth, we come to the problem which transcends all these problems, namely that of outer space. If we are to preserve the future of mankind I believe that outer space should now, before further advances are made in its exploration, be declared banned to other than peaceful purposes and that the mounting of armaments on satellites should be outlawed. These are several suggestions that I think represent initial steps, for if there is any desire on the part of the nations to bring about disarmament those principles could be accepted and I think should be accepted.

Now then you say, what about the production of fissile material for weapons? I think that was one of the questions asked. I would think that a major course leading to disarmament would be a declaration that the production of fissile material for weapons should be ended and that existing stocks should be transferred to peaceful uses as soon as a practical plan can be agreed upon. You say, what about the interim? You proceed by stages. What will you do in the meantime? How do you preserve the security of your state?

That brings me to one further step, and it is not a new one. It has been advanced since the 1600's that an international military force should be begun whose capability would be the restraining of nations from aggression. I digress for a moment to answer a statement made this afternoon by one Hon. Member who was filled with remorse, horror and shock that the Government had not placed before the U.S.S.R. its willingness to set aside the Arctic areas of Canada to mutual inspection provided a like right was granted by the U.S.S.R. I first direct the attention of the House to my remarks on August 22, 1958. I do not want to spend long on this but I have to point out the fact that on that occasion I said, as found at page 3944 of *Hansard*:

For our part I can give unqualified assurances that to the extent that the control arrangements which may be agreed upon might be applicable to Canadian territory, we are prepared to

co-operate in setting up control stations and inspection of the kind outlined in the report of the experts.

Apparently this was not read or, if read, not understood.

Indeed on more than one occasion Canada has agreed unreservedly to her northern areas and Arctic regions being made available for inspection in order to ensure that surprise attacks will not take place.

These views have been communicated to Mr. Khrushchov on two occasions. The first was on January 18, 1958 when I wrote him and said this:

I gave assurance that in the context of a disarmament agreement the Canadian Government would be willing to open all or part of Canada to aerial and ground inspection on a basis of reciprocity. It seems to me that this is the type of proposal which should prove attractive to both our countries since we are neighbours across the Arctic. I have in mind in particular the kind of proposal Canada joined in sponsoring last August involving a system of inspection in the Arctic regions. We were willing then and are willing now to take such action in order to provide assurance against the fear of surprise attack.

This was turned down by Mr. Khrushchov in a subsequent letter, or at least he did not deal with the matter, because he said we would have to have it as part of a world agreement. On May 9, 1958, I wrote to him in part as follows:

If you are really anxious about developments in the Arctic and if you wish to eliminate the possibility of surprise attack across the polar regions, I find it hard to understand why you should cast aside a proposal designed to increase mutual security in that area. Let me repeat here, Mr. Chairman, that we stand by our offer to make available for international inspection or control any part of our territory, in exchange for a comparable concession on your part. I would hope that you would accept some arrangement along these lines not only as an indication of our good faith but as part of a first, experimental step in building a system of international safeguards against surprise attack. When there is, by your own admission, a danger of nuclear war breaking out by accident or miscalculation, it is difficult for Canadians to comprehend your refusal to engage even in technical discussions intended to explore the feasibility of an international system of control.

That was Canada's stand.

... Going on from there, and I hasten to conclude, I think that if the nations really desire to bring about disarmament and peace there is one field that could constitute an initial step, a course alongside one or other of the courses to which I have referred, and that is the acceptance of the jurisdiction of an International Court of Justice, the predecessor of which was the Permanent Court of International Justice. All through the years the stand that we have taken is that the principle of compulsory arbitration under law among nations would be effectual in the settlement of international disputes.

Of the 85 states that are parties to the statute today, 38 accept compulsory jurisdiction of the Court but only 13 do so unconditionally or subject to the condition of reciprocity; nine do so subject to reciprocity or with respect to those disputes which arose after the declaration came into being or when other means of peaceful settlement have been employed by the parties; 16 apply more restrictive reservations. So far as Canada is concerned at the present time she reserves from the jurisdiction of the Court only those disputes between members of the Commonwealth of Nations, those arising out of World War II, and those that are of purely a domestic nature, the nature of which is decided upon by the Court.

So far as the Communist states are concerned, none of the Communist states has accepted, nor have they given any indication that they will accept, compulsory jurisdiction. It is of interest too, that the new states that are arising and coming into existence in Asia and Africa are following the same course. I believe that if we were able, among the nations of the world, with the will to achieve peace, to make stronger and more effective the International Court of Justice, giving it a compulsory jurisdiction and the right of compulsory decision, many of the problems we face today would be dissolved. There are difficulties in the way.

I think there are 16 members, and naturally nations are not given to trusting the courts that are set up. None the less, if we in Canada, the United Kingdom, which has taken a very pronounced step forward in this regard, and the United States, which through the President has indicated that some additional powers should be given to the Court, would lead in this direction, I believe that ultimately, the judgments of that Court would commend themselves to the wisdom of mankind and we might well make a forward step toward the achievement of peace.

As a further step, I think that international action needs to be taken in respect of outer space. I mentioned that a moment ago. The principle is still in effect that each nation owns all the air above it. This principle was first declared in 1914 and re-declared in 1919. The principle has no efficacy today in this age, when even at the present moment several of these interstellar rockets are in circuit around the world. The existent principles of space law are out of date by reason of the scientific breakthroughs. We have gone a very considerable way in Canada in our willingness to bring about the attainment of an agreement on jurisprudence in outer space. The U.S.S.R. and other Communist states refused to participate in the earlier committee. They are participating in the present one. I believe that if we could bring out international jurisdiction over space we would have gone a long way toward the preservation of mankind, not only in this generation but in the future. As a matter of priority we should have a declaration that would seem to be in keeping with reason, a declaration that no part of outer space or any celestial body may be appropriated by or may be subject to the jurisdiction of any particular nation

Canada-U.S. Economic Co-operation

The annual meetings of the Joint Canada-United States Committee on Trade and Economic Affairs afford opportunity for full and candid discussions between Canadian and American ministers on economic matters of mutual concern. As the following communiqué shows, the talks deal broadly with international economic developments as well as with specifically Canadian-United States economic problems:

THE fifth meeting of the Joint United States-Canada Committee on Trade and Economic Affairs was held at the Department of State, Washington, D.C. February 16 and 17.

Canada was represented at the meeting by the Honourable Donald M. Fleming, Minister of Finance; the Honourable Gordon Churchill, Minister of Trade and Commerce; and the Honourable Douglas S. Harkness, Minister of Agriculture.

The United States was represented by the Honourable Christian A. Herter, Secretary of State; the Honourable Douglas Dillon, Under Secretary of State; the Honourable Robert B. Anderson, Secretary of the Treasury; the Honourable Fred C. Seaton, Secretary of Interior; the Honourable Ezra T. Benson, Secretary of Agriculture; the Honourable Frederick H. Mueller, Secretary of Commerce; and Mr. Don Paarlberg of the White House.

The members of the Joint Committee were accompanied by Ambassador Heeney of Canada and Ambassador Wigglesworth of the United States, and senior officials of departments and agencies in the two Governments.

The Committee reviewed recent economic developments in the United States and Canada. They noted that the expansion of economic activity was continuing in both countries and that output and employment had reached new high levels. Sustained efforts to avoid inflation had been made in both countries and price increases in 1959 had been slight. The Committee agreed on the desirability of policies designed to bring about even greater expansion of trade on a multilateral basis.

The Committee noted with satisfaction the substantially improved economic and financial position of most other countries and in this connection welcomed the considerable progress made since the last meeting in the removal of restrictions and the elimination of discrimination against exports from the dollar area. However, the Committee emphasized the importance of securing the complete removal of the remaining quota discrimination in world trade.

In reviewing agricultural problems the Committee noted the prevalence of special restrictions on agricultural trade throughout the world and emphasized the importance of pursuing policies which would encourage an expansion of trade. The Committee agreed that incentives leading to an accumulation of burdensome surpluses should be avoided. In regard to programmes of surplus disposal, the

Committee emphasized the importance of continuing to safeguard normal commercial markets. In this connection the Committee noted with satisfaction the useful work at the quarterly consultations of United States and Canadian officials on wheat and flour problems.

There was discussion in the Committee concerning certain restrictions on agricultural trade between the two countries. Canadian interest was expressed in the removal of United States import restrictions on flaxseed, linseed oil, and cheddar cheese. United States representatives expressed interest in the removal of Canadian import controls on turkeys.

The Committee discussed recent developments in the fields of petroleum and natural gas. They agreed upon the desirability of close co-operation between the National Energy Board of Canada and the United States Federal Power Commission. The Committee recognized also that the two Governments should keep each other closely informed of developments in either country bearing on trans-border movements of petroleum and natural gas.

Canadian Ministers expressed their continuing concern about the quota restrictions imposed in September 1958 by the United States on imports of lead and zinc, and urged that these temporary restrictions be withdrawn and no other barriers to trade placed in the way of sales of these basic materials to United States. It was noted that the recent report of the United Nations Lead and Zinc Study Group indicated a good balance between available supply and demand for zinc and some improvement in this respect for lead. United States representatives noted the Canadian views and pointed out that, while the restrictions could not be withdrawn until there had been substantial improvement in the distressed segments of United States lead and zinc mining industries, the question of import treatment of lead and zinc is under continuous review and is now before the United States Tariff Commission as well.

Canadian and United States representatives discussed the outlook of the uranium industry in both countries and agreed on the importance of keeping each other informed of development prospects.

Canadian Ministers drew attention to the difficulties which are created for the Canadian cotton textile industry by United States equalization payments on cotton products. United States representatives explained that no fundamental change in their system, which is designed to equalize the cost of raw cotton to manufacturers in the export trade, appeared practicable at this time, but both sides agreed that the matter should receive continued study.

United States representatives expressed concern about the introduction of a new charge for the use of air navigation facilities by civil aircraft overflying Canadian territory on North Atlantic routes. The Canadian Ministers pointed out the charge covered only a part of the large and growing costs of these facilities.

The Committee exchanged views on the increasing activity of Soviet-bloc countries in world trade and the possible implications of this development for the future.

The Committee considered the problems which have arisen from rapid increases of imports into Canada and the United States in certain lines of low-cost manufactured goods. They were agreed on the importance of finding a general international solution which would provide exporting countries with adequate outlets for their products, would insure that the impact of low-cost competition would be more evenly distributed among the importing countries, and would at the same time, safeguard the industries of importing countries from serious injury. It was noted that a study of this important problem had been undertaken by the contracting parties to the General Agreement on Tariffs and Trade.

The Committee also discussed economic developments on the international scene with particular reference to the Paris Economic Meetings of January 12-14. This included a review of the situation arising from the establishment of the European Economic Community and the European Free Trade Association, as well as an evaluation of the role Canada and the United States may play with regard to these developments. The Committee were agreed on the desirability of finding solutions to current trade problems in Europe on a multilateral basis which would take full account of the interests of other countries.

The Committee noted the importance of the level to be established for the common tariff of the European Economic Community including the tariff rates for basic materials and certain other products which are still under negotiation within the Community. The Committee considered that arrangements for trade in agriculture products in Europe should be such as to facilitate imports of agricultural goods from other countries on a competitive basis and agreed on the importance of intensified international efforts to deal with this problem.

There was an exchange of views on other matters arising from the Paris Economic Meetings, including development aid to the less-developed countries and proposals for the reconstitution of the Organization for European Economic Co-operation.

The Committee reaffirmed the value of their periodic joint meetings, and expressed satisfaction at the high degree of understanding and co-operation between the two Governments. It agreed to hold the next meeting in Ottawa.

The NATO Science Committee

THE formation of the Science Committee stems from a recommendation made in 1956, in the Report of the Committee of Three on Non-Military Co-operation in NATO, that a conference be held for the following purposes:

- (a) to exchange information and views concerning the most urgent problems of the recruitment, training and employment of scientists, engineers, and technicians, and the best means, both long-term and short-term, of solving these problems;
- (b) to foster closer relations among the participants with a view to continued exchange of experience and stimulation of constructive work in member countries; and
- (c) to propose specific measures for future international co-operation in this field, through NATO or other international organizations.

Subsequently, the NATO Council established an *ad hoc* working group, which, after study of the report by the Committee of Three, recommended that a conference be called but that it be preceded by the formation of a preparatory task force to determine the agenda, etc. The task force submitted a report that surveyed the problems, introduced consideration of defence-science aspects, and recommended to the NATO Council the establishment of a Scientific Committee of the Council and the appointment of a Scientific Adviser.

Creation of Committee

This proposal was approved in December 1957 by the NATO heads of government, who decided to appoint a Science Adviser and to establish a Science Committee for the purpose of promoting national and collective efforts by the NATO countries in the scientific field. Although the report of the Committee of Three concerned non-military co-operation, considerations of defence science were introduced by the task force. Consequently, the interests of the Science Committee comprise both non-military and military scientific questions.

Since its first meeting in April 1958, the Science Committee has launched, with the approval of the Council, a Science Fellowship Programme, an Advanced Study Institute Programme and a Research Grants Programme. The following is a brief description of these programmes, in which Canada participates:

- (a) *Science Fellowship Programme* — The NATO Science Fellowship Programme was approved by the Council in 1958. The United States has pledged itself to pay 50 per cent of the costs during the first four years, with the other participating countries sharing the rest. The first-year programme entailed an expenditure of \$1 million (U.S.), which was to increase by this amount in each of the next three years. However, the Council set the level of the second-year (current) programme at \$1.75 million. The Science Adviser has suggested that the third-year programme (which could



Dr. E. W. R. STEACIE

President of the National Research Council of Canada, who is Canadian Representative on the NATO Science Committee.

cover grants to be distributed in 1961 but usable in the 1961-1962 academic year) be set at \$3 million. Over 150 fellowships were awarded in the first year of the programme.

- (b) *Advanced Study Institutes* — The NATO Advanced Study Institute Programme, as approved by the Council, provided for an expenditure of \$150,000 (U.S.) in the first year, increasing by \$50,000 a year until a figure

of \$500,000 is reached. It was not possible, however, to allocate more than \$100,000 in the first year, and the balance of \$50,000 will be used to finance the second-year programme, which has been set at \$200,000. The Science Adviser has suggested that the third-year programme be set at \$300,000. The first year of this programme has proved highly successful, with six advanced study institutes in operation.

- (c) *Research Grants Programme* — The NATO Research Grants Programme was launched effectively on January 1, 1960, with a \$1-million fund. No limit of time has been set for the allocation of the original fund and member countries are not committed to renewing their contribution when the funds are exhausted. A panel of five scientists has been appointed to screen applications by research workers or institutes in member countries and to advise the Science Adviser on the allocation of grants.

Other Recommendations

Among the other recommendations of the Science Committee is one concerning the establishment of a working party to study ways and means of improving the effectiveness of Western science. This study, which is now under way, is partially financed by the Ford Foundation. The Committee has also set up a sub-committee on oceanography and a working group on the defence aspects of psychology. Consideration has also been given to the establishment of working groups or sub-committees on space research and meteorology, but discussion of these proposals has not been completed. The field of interest of the Committee covers such varied subjects as materials research, chemistry of propellants and operational research.

The Committee has taken an interest in the SHAPE Air Defence Technical Centre (which is shortly to be brought under the closer control of NATO), the SACLANT Anti-Submarine Warfare Research Centre at La Spezia, Italy, and the Training Centre for Experimental Aerodynamics in Brussels, which now receives NATO financial support. The Committee is also keeping in touch with the activities of AGARD (Advisory Group on Aeronautical Research and Development), which has its headquarters in The Hague.

The first Science Adviser was Dr. Norman F. Ramsey of the United States. He has recently been replaced by Dr. Frederick Seitz, also of the United States. Canada is represented on the Science Committee by Dr. E. W. R. Steacie, President of the National Research Council.

APPOINTMENTS AND POSTINGS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. L. V. Roy posted from the Canadian Embassy, Mexico City, to Ottawa. Left Mexico February 1, 1960.
- Mr. E. R. Rettie posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa February 1, 1960.
- Mr. G. E. Hardy posted from Ottawa to the Canadian Embassy, Vienna. Left Ottawa February 9, 1960.
- Miss M. Dunlop posted from the Canadian Embassy, Vienna, to Ottawa. Left Vienna February 16, 1960.
- Mr. E. S. Tate appointed to the Department of External Affairs as Administrative Officer 3 effective February 18, 1960.



TREATY INFORMATION

Current Action

Bilateral

Spain

Exchange of Notes between Canada and Spain concerning visa requirements for non-immigrant travellers of the two countries.

Madrid December 18, 1959.

Entered into force January 25, 1960.

Australia

Trade Agreement between Canada and Australia.

Signed at Canberra February 12, 1960.

Italy

Agreement between Canada and Italy for Air Services between and beyond their respective territories.

Signed at Rome February 2, 1960.

Multilateral

Declaration on the provisional accession of the Swiss Confederation to the General Agreement on Tariffs and Trade.

Done at Geneva November 22, 1958.

Signed by Canada May 4, 1959.

Entered into force January 1, 1960.

Convention on the Nationality of Married Women adopted by the General Assembly of the United Nations at its eleventh session.

Done at New York February 20, 1957.

Signed by Canada February 20, 1957.

Canada's Instrument of Ratification deposited October 21, 1959.

Entered into force for Canada January 19, 1960.

PUBLICATION

Canada Treaty Series 1959 No. 1. Exchange of Notes between Canada and Finland modifying the Agreement of January 9, 1956, concerning visas. Ottawa, December 9, 1958. In force January 1, 1959.

Canada Treaty Series 1959 No. 2. Exchange of Notes between Canada and the United States of America concerning operation of a television station at Scranton, Pa. Ottawa, December 9, 1958, and January 7, 1959. In force January 7, 1959.

Canada Treaty Series 1959 No. 4. Protocol to the International Convention for the Northwest Atlantic Fisheries signed at Washington under date of February 8, 1949. Done at Washington June 25, 1956. Signed by Canada June 26, 1956. Instrument of ratification of Canada deposited March 27, 1957. In force January 10, 1959.

Canada Treaty Series 1959 No. 5. Exchange of Notes between Canada and the United States of America concerning the application of tolls on the St. Lawrence Seaway. Ottawa, March 9, 1959. In force April 1, 1959.

EXTERNAL AFFAIRS

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Visit of Brazilian Foreign Minister

Dr. Horacio Lafer, Brazil's Secretary of State for External Relations, visited Ottawa from March 16 to 18. On the second day of his visit, the following communiqué was issued by the Department of External Affairs:

In a joint declaration of solidarity, the Hon. Horacio Lafer, Secretary of State for External Relations of Brazil, and the Hon. Howard Green, Secretary of State for External Affairs of Canada, today reaffirmed their strong belief in the need for improvement of the standard of living of people throughout the world for the achievement of greater economic, social and political stability.

Both Ministers referred to the collective efforts by their countries being made through the United Nations and its Specialized Agencies in which Canada and Brazil are playing an active part. They emphasized the importance of measures which have been and are being undertaken to maintain peace in the world. In this connection, particular reference was made to the fact that Canadian and Brazilian forces for peace are serving side by side in the United Nations Emergency Force in the Middle East. Dr. Lafer expressed confidence that Canada would play a constructive role in the ten-nation disarmament talks which are now under way in Geneva.

Dr. Lafer explained in some detail the objectives and plans for Operation Pan-Americana, an important initiative of President Kubitschek of Brazil. As part of the practical implementation of Operation Pan-Americana, a special Committee of Twenty-one has been established and Dr. Lafer hoped that Canada might send a representative to observe the forthcoming meetings of the Committee. Mr. Green expressed great interest in this effort for the development of this Hemisphere and said that Canada would study ways and means of co-operating.

The Ministers expressed appreciation of the results which had already been achieved under the existing cultural agreement between Brazil and Canada. They were of the opinion, however, that even more could be accomplished and they agreed to examine methods of increasing the effectiveness of this cultural agreement.

Later, in a meeting with the Honourable Donald Fleming, Minister of Finance, and the Honourable Gordon Churchill, Minister of Trade and Commerce, attention was given to trade matters in the light of the participation of both countries in the General Agreement on Tariffs and Trade. It was recalled that there exists a long and happy tradition of co-operation between Canada and Brazil in the field of private enterprise. There was agreement among Ministers on the importance of encouraging the continued expansion of mutually beneficial economic relations

between the two countries; in this context they recognized the desirability of progressively removing existing restrictions and other barriers to their trade. The Ministers discussed trading developments in Europe and elsewhere in the world which are of substantial interest to both Brazil and Canada. They found a close similarity of outlook on these matters.



Mr. Horacio Lafer, Brazilian Secretary of State for External Relations (left), is shown with Canada's Secretary of State for External Affairs, Mr. Howard Green, addressing the people of Canada over the network of the Canadian Broadcasting Corporation on his arrival at Uplands Airport, Ottawa.

Latin American Economic Co-operation

IN FEBRUARY 1960, representatives of Uruguay, Argentina, Mexico, Brazil, Chile, Paraguay and Peru met at the second Montevideo Conference to review suggestions and proposed changes to the draft treaty that emerged from the first conference, held in September 1959. The representatives from these seven countries also signed the Montevideo Treaty setting up a Latin American-free-trade area through the gradual elimination of tariffs and trade restrictions over a 12-year period after ratification of the treaty. This pact will apply to "all essential items of the contracting parties' reciprocal trade" but not to livestock, agricultural products and services. To achieve the elimination of tariffs and trade restrictions, periodical negotiations will take place to establish lists of annual reductions each country is to concede to the other six and reductions all seven countries are to concede collectively in trading among themselves. Reductions in all charges and tariffs are to amount at least to 8 per cent a year in order to reach 25 per cent for the first 3-year period, 50 per cent after 6 years, 75 per cent after 9 years and 100 per cent at the end of the 12-year period.

In order to ensure the greatest possible trade benefit, the treaty also provides for the lists to be negotiated each year in order that they may be as comprehensive as possible. Moreover, discrimination is to be avoided through internal taxation, against products originating in other member countries.


The treaty contains escape clauses to permit member countries, in cases of serious damage to industries of substantial importance and of serious balance of payments difficulties, to impose restrictions of a temporary nature. It also calls for co-operation in livestock and agricultural trade (which is otherwise outside its scope) and for special consideration of the problems of the economically less-developed member countries in the implementation of the free-trade area.

The treaty is to come into force after at least three member countries have deposited their instruments of ratification, and is open to all Latin American countries. Although the area of the present members includes over 120 million people, trade among them represents little over 10 per cent of their total trade.

The United Nations Economic Commission for Latin America has been the main body in which the preparatory work for the establishment of a regional free-trade area has been carried out over the past five years. In addition to the Santiago Treaty, the Central American Multilateral Free-Trade and Economic Co-operation Agreement has been in force since the summer of 1959 between Nicaragua, Guatemala and El Salvador, which countries have also entered a Industrial Integration Treaty with Honduras and Costa Rica. These sub-regional arrangements complement the Free-Trade Area Treaty between Nicaragua and El Salvador, which has been in force for some time. These arrangements apply only to a part of the trade among the five Central American countries and to

small fraction of their total foreign trade. Moreover, discussions and studies have been conducted for some years concerning the establishment of a Gran-columbian Free Trade Area that would include Venezuela, Ecuador and Colombia. Strong protectionist tendencies and widely differing cost structures in Venezuela and Colombia have, however, so far delayed agreement on workable free-trade arrangements.

Of the 15 Latin American countries involved in sub-regional free trade arrangements, Brazil, Chile, Nicaragua and Uruguay are members of the General Agreement on Tariffs and Trade. The seven members of the Montevideo Treaty have indicated their willingness to submit to a GATT examination of the proposed trading arrangements. This agreement, like other regional arrangements, must conform with Article 24 of the GATT, concerning the formation of regional common markets and free trade areas.



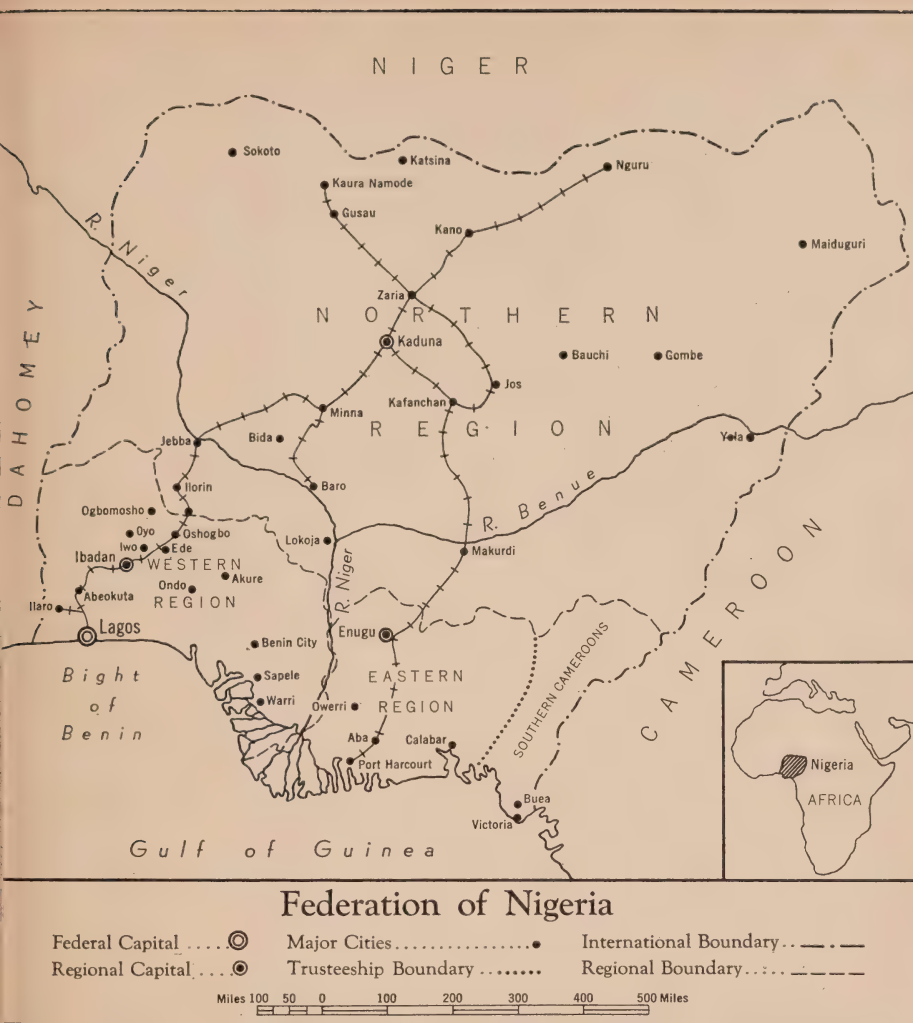
The Federation of Nigeria

WITH THE opening of its newest mission in April, Canada established diplomatic links with a fascinating young giant among the nations of the world — the Federation of Nigeria. Less than a hundred years ago British naval forces were landing at the Yoruba town of Lagos to stamp out what was left of the slave trade. On October 1, 1960, the Federation of Nigeria will be transformed from the largest British dependency to the most populous sovereign state in Africa — while the Yorubas watch the independence ceremonies on television. Within these limits of time and custom a complex country of great potential strength has been developing. Its 35,000,000 people speak such a medley of languages and dialects that a constitutional pamphlet had recently to be published in twelve tongues besides English. The Nigerian kaleidoscope ranges from the hot and humid Slave Coast of Guinea to the margins of the Sahara; from the sophisticated college students of Ibadan to backward peasants.

One might describe Nigeria very generally as being hill country in the south-west and a plateau in the north and east sloping towards the Sahara. There are four main zones traversing the country from east to west, which correspond closely to the annual rainfall. As the latter decreases toward the interior from 200 inches at places in the southeast to 20 inches in the north, the belt of mangrove swamps and dense tropical forest changes to park land, to grass land, and to thorny scrub interspersed with bare patches of sandy soil. The Niger ("Black") River, from which, of course, the country's name was derived, and its tributary the Benue, flow slowly through broad valleys, dividing the country into three sections to which the political regions roughly coincide. In the east the Cameroon Mountains rise more than 6000 feet above sea-level, the highest peak reaching 13,350 feet.

The Nigerian population is concentrated principally in the southern part of the country (the Eastern and Western Regions), where 43 per cent of the inhabitants occupy 20 per cent of the country's 373,000 square miles. Several districts in the Eastern Region contain more than 1,000 persons a square mile; these are amongst the most densely populated areas in West Africa. By contrast, the square-mile population is 20 in the Northern Region, reflecting the scanty rainfall of the savannah country. Nigerians are mainly rural and village dwellers. Urbanization is increasing steadily, however, particularly in the Western Region. There are nineteen cities with populations of 50,000 or more, nine of which are located in the Western Region or adjacent to it. Ibadan, capital of the Western Region, is the largest city, with a population of about 500,000.

Within the Nigerian population are different peoples and groups. The Western Region's inhabitants are predominantly Yorubas. They are a proud, sophisticated people, fond of music and festivities. It is they who had first contact with the Europeans. Yorubas were the first Nigerian doctors, lawyers, and professiona



men. They still supply most of the technicians. Their language is spoken with some degree of uniformity throughout the southwest. Eastern Nigeria is the land of the Ibos and Ibibios. The Ibos are a mobile, industrious group who have spread all over Nigeria as traders and small merchants. The Hausas are most numerous in the Northern Region. Mingled with the Hausas are the Fulani, who have closer links with the Arabs than any other Nigerian people and have for many years furnished most of the rulers in the north. As Nigerians have taken over more of their own affairs, a greater mixing of the population has been occurring, the movement being mainly of southerners to the north.

Most of the working population is engaged in agriculture, which forms the mainstay of the economy. In the past few years development of secondary industries has been accelerated and a limited degree of mechanization has been intro-

duced to replace traditional hand processing in the primary industries. The cultivation of field and tree crops forms the basis of Nigeria's wealth — 50 per cent of the national income and 85 per cent of the exports. The principal products are yams, cassava, guinea corn, millet, palm products and groundnuts. Nigeria provides 50 per cent of the world's trade in palm kernels, over 30 per cent in palm oil, and 30 per cent in groundnuts. Livestock, fisheries and forestry contribute over 10 per cent of the national income. Minerals produced on a significant scale are limestone, tin and columbite (used in alloys requiring a high degree of heat resistance). Sources of energy are coal (there are reserves of 240 million tons), water-power and petroleum. Schemes exist for hydro-electric dams on several Nigerian rivers, including the Niger itself. Other advantages of the Niger project would be improved navigation and irrigation and flood control. The search for petroleum began in Nigeria in 1937; there have been discoveries in twelve different areas, mainly in the coastal portions of the Eastern Region. Nigerian oil was exported for the first time in 1958, and exports are expected to exceed one million tons in 1960.

European contact with what is now Nigeria began with Portuguese traders in 1472. British ships appeared off the coast in 1553. With the growing demand for labour in the New World, Nigeria, like other parts of West Africa, became the great source of slaves. The slave-trade continued for 200 years or more. Although outlawed, the traffic persisted until the mid-nineteenth century. It was about this time that penetration of the interior of Nigeria by Europeans began. By then the country had been inhabited by peoples of Negroid and Berber stock for a considerable period. The most advanced peoples were the Yorubas and Binis in the south and the Hausas, Fulanis, and Kanuris in the north. In the nineteenth century the Yoruba Kingdom, which is believed to have extended from the Niger to Accra, disintegrated. During this period, the Yorubas, seeking a secure site, establishing their colony of Lagos on islands near the coast. Another result of the Yoruba decline was the rise of the powerful Kingdom of Benin to the east. Pressure from the Fulani is believed to have contributed to the fall of the Yorubas. Over many years Fulani rule was spread through most of the north except the northeastern area known as Bornu.

The suppression of the slave-trade and its replacement by legitimate commerce were important factors in the extension of British interest from the ports to the interior, and in the spread of British administration. Lagos was occupied in 1861. The United Africa Company, formed in 1879, with its successors controlled trade and local administration in the Niger and Benue river basins for twenty years. Meanwhile, British influence spread inland from Lagos to the heart of the old Yoruba Kingdom, and east of the Niger Delta into what became the Niger Coast Protectorate. At the Conference of Berlin (1885) British representatives were able to claim, successfully, that British interests were supreme on the lower Niger and the British claim to Nigeria generally, although its boundaries were as yet undefined, received international recognition. In 1900 the Colonial Office

took over from the chartered trading companies and assumed responsibility for the administration of most of Nigeria. In the Fulani lands of the north Sir Frederick Lugard, as High Commissioner, launched his great experiment of "indirect rule". This was the first attempt in Africa to establish a single government in which the European and African officials were complementary to one another. The system worked particularly well in Northern Nigeria where the Fulani emirs continued to exercise and develop their authority. In 1900 Northern Nigeria had become a protectorate and on January 1, 1914, it was combined with the southern protectorate in the Colony and Protectorate of Nigeria.

In the southern parts of the country colonial administration was accompanied by the development of representative institutions, following on the small nominated and advisory Council set up in the Colony of Lagos soon after the occupation of 1861. This Council remained in existence until 1922, with a small Executive Council, which was also advisory. Following the amalgamation of 1914, a body known as the Nigerian Council, consisting of 36 members, was set up. This Council covered in its deliberations the Colony and the Protectorate (northern and southern Nigeria). It was entirely advisory and was not very successful because of lack of interest in its work. The year 1922 was important in the constitutional evolution of Nigeria. In that year, a new Legislative Council for the whole country replaced the Colony Council and the Nigerian Council. The new body, although having a nominated official and non-African majority, included elected Africans, four in number, for the first time in any legislature of British tropical Africa. This Council was empowered to legislate for the Colony and southern Nigeria while the Governor continued to legislate by proclamation for the north. The Executive Council continued to consist mainly of officials, but in 1943 five unofficial members (two European and three African) were appointed to it. These organs remained almost unchanged until 1946.

By 1946 it had become apparent that the size of Nigeria, and its diversity of peoples, languages, cultures and religions, called for a regional governmental structure. The Constitution of that year introduced nominated regional councils consisting of a House of Chiefs and House of Assembly in the north, and Houses of Assembly in the other two regions — all purely advisory. In Lagos sat a Legislative Council comprising nominated and elected members from all parts of the country, in which there was a majority of non-official Africans who came to play an increasingly important part in the formulation of government policy. During the period from 1946 to 1954 two factors became clear. The demands of the Nigerian nationalists for independence, conforming as they did to the general international anti-colonialist trend, called for a much more rapid constitutional advance than had been envisaged. The second point was that regionalism was a strong force, which had to be taken into consideration to an even greater degree than in 1946.

The Constitutions of 1951 and 1954 acknowledged these factors in their main features; in 1951 the subjects over which the regional legislatures had financial

powers were defined but residual control rested with the Central Government; in 1954 greater regional autonomy was provided and the Central Government was deprived of certain powers of intervention in regional affairs. The 1951 Constitution provided for a Council of Ministers to replace the Executive Council as the principal instrument of policy. It consisted of 18 members (12 Africans and 6 officials). A House of Representatives replaced the Legislative Council and was composed of 136 Africans and 6 officials. The Africans were elected by each regional House of Assembly, the officials appointed. By the Constitution of 1954 the country became known as the Federation of Nigeria under a Governor-General, with Governors for each Region — Eastern, Western and Northern — and, in the drafting, nationalist leaders played a principal role for the first time. This Constitution was also noteworthy in that it gave responsibilities to Nigerian Ministers in the formation and execution of policy. The House of Representatives was enlarged from 142 to 184 members, who were now directly elected. The Council of Ministers was also increased in size to consist of 10 African Ministers and 3 *ex-officio* Ministers. The African Ministers were nominated by the party having a majority of seats in each Regional House of Assembly.

In 1957 and 1958 a Constitutional Conference took place in London that added some of the final touches to the progress of Nigeria toward independence. It was decided to create the office of Federal Prime Minister and in August 1957 Alhaji Abubakar Tafawa Balewa was appointed. As a result of decisions taken at the Conference, the Eastern and Western Regions became internally self-governing. When the Conference sessions were resumed in 1958 it was agreed that the Northern Region should become self-governing in March 1959. In addition, the United Kingdom agreed to grant independence to the Federation on October 1, 1960, if the Federal House of Representatives so requested. The House assembled in January 1960 following Federal elections held the previous month. One of its first acts was to pass unanimously a resolution authorizing the Government to request the Government of the United Kingdom to introduce, as soon as practicable, legislation in the UK Parliament providing for the establishment of the Federation of Nigeria on October 1, 1960, as an independent sovereign state, and to request the United Kingdom to support its desire to become a member of the Commonwealth.

The Federal Government in Lagos, headed by the Governor-General, consists of a bicameral legislature. The House of Representatives has 174 members elected in constituencies of the Northern Region, 73 from the Eastern Region, 62 from the Western Region, 8 from the Southern Cameroons, and 3 from the federal capital. The Senate is the second chamber. A Cabinet of 17 members is selected from the group controlling the House. Suffrage is universal except in the Northern Region, where only men have the vote. Each of the three regions has its own Governor and House of Assembly. Each has an Executive Council presided over by the Governor, consisting of the Premier of the Region and his

Ministers, appointed by the Governor. The Northern and Western Regions have a second chamber as well, the House of Chiefs, to which members are appointed.

The nationalist movements that developed in the three regions after the Second World War have now become the principal political parties and have furnished the leaders for independent Nigeria. The Northern Peoples' Congress (NPC) is concentrated in the Northern Region, the Action Group in the Western Region, and the National Council of Nigeria and the Cameroons (NCNC) in the Eastern Region. Each party controls the government in its own stronghold; all, of course, support the desire for independence, and the idea of federation. Despite the parties' efforts during the campaign leading to the elections of last December to gain support outside their own regions, and thus lay claim to being truly representative of the country, none was completely successful. As a result a coalition was formed of the NPC and NCNC, which had participated in the previous administration, under Alhaji Sir Abubakar Tafawa Balewa, who has continued as Prime Minister since his appointment in 1957. Dr. Nnamdi Azikiwe, the doyen of the nationalists and the great figure of the early post-war period, is now President of the Senate. Chief Obafemi Awolowo, who has led the Action Group in the Western Region for a number of years, is Leader of the Opposition. In the north the Sardauna of Sokoto remains the regional Premier.

Canada's links with Nigeria have been mainly through trade and missionary activity. In recent years Canadian imports, largely cocoa beans and palm oil, have amounted to more than \$2 million *per annum*. Wheat has been Canada's chief export to Nigeria and total Canadian exports to that country have varied from \$1.5 million to \$300,000. Catholic and Protestant missionaries have worked in the Northern Region for some time. To these established links it is expected that association in the Commonwealth will be added. It can be expected, therefore, that Nigeria and Canada will be drawn closer together in the future.

Independence Day in the Cameroons

THE REPUBLIC of the Cameroons is the second United Nations trust territory to achieve its independence since the establishment of the international trusteeship system in 1946. (British Togoland, the first, joined with the Gold Coast on March 6, 1957, to become the sovereign state of Ghana.)

The final stages before complete independence were marred by serious disturbances provoked by the Union Populaire Camerounaise (UPC), a left-wing party that had been outlawed by the Cameroons Government. For several consecutive seasons the General Assembly of the United Nations had heard accounts of repression and terrorism from petitioners from the Cameroons and denials and counter accusations from the authorities. Many delegates believed new elections should be held before the Cameroons became independent. The Assembly, however, agreed with the findings of a United Nations visiting mission to the territory that the 1956 elections, which had brought Prime Minister Ahidjo's Government into power, had been conducted in a democratic fashion and that the majority of the inhabitants truly desired their independence on January 1, 1960, the date previously agreed upon between the French and the Government of the Cameroons and approved by the General Assembly.

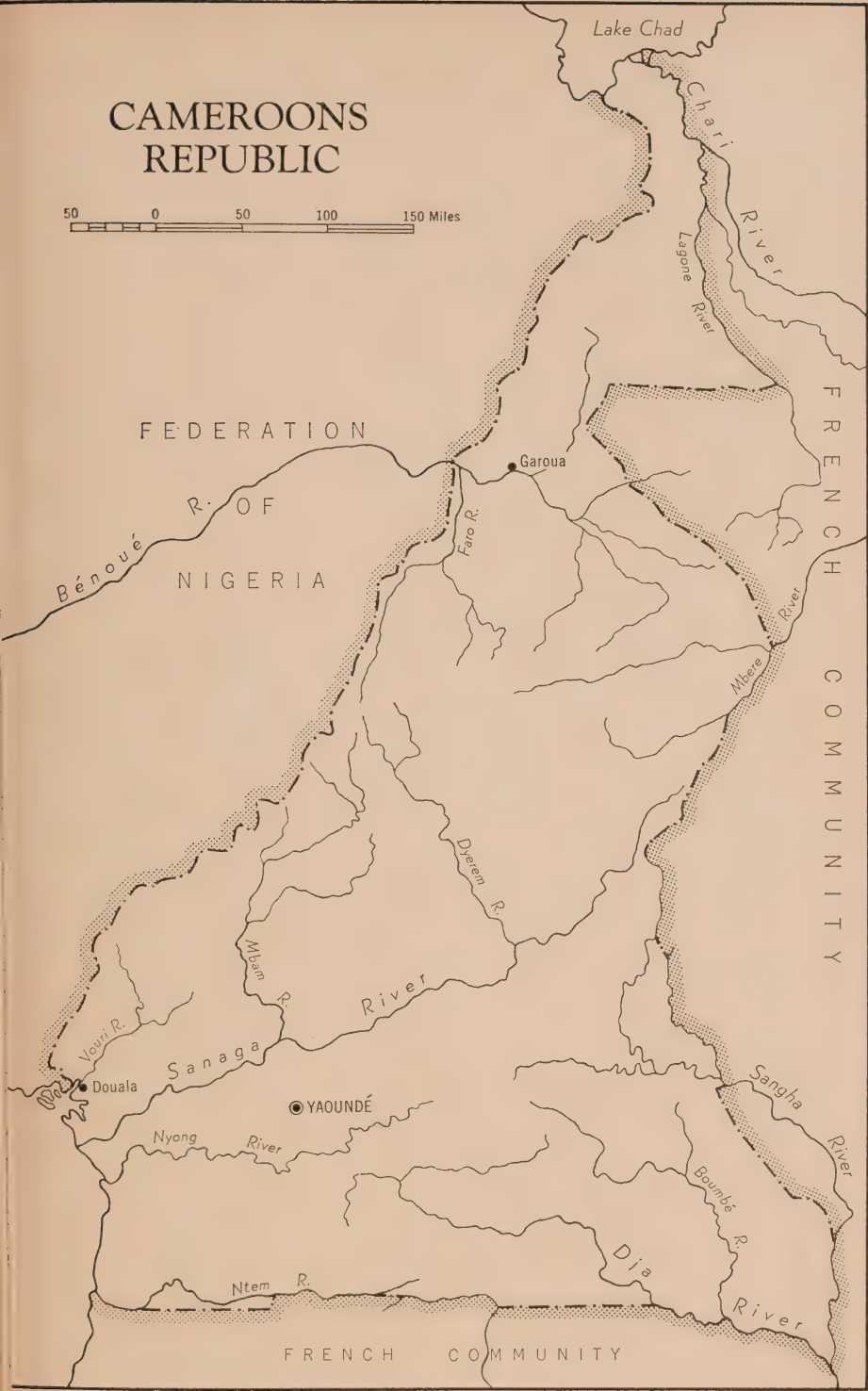
To celebrate the coming of independence, the Cameroons Government planned extensive festivities throughout the country and invited all member states of the United Nations to be represented at the ceremonies. Over forty-two foreign delegations were present, as well as leaders from nearly all the autonomous republics of the French Community, the already independent African states and the Secretary-General of the United Nations. Canada was represented by Mr. Paul Comtois, Minister of Mines and Technical Surveys. Mr. Comtois was accompanied by his wife and by a member of the Department of External Affairs.

Although the celebrations were only scheduled to start in Yaoundé, the capital of the Cameroons, on December 31, the eve of Independence Day, they began for the Canadian delegation when the special flight arranged by the Cameroons Government left Paris on the evening of December 30. The plane was filled with French administrators going out to watch their "child" attain its majority, Cameroonians returning to their country and a large group of personal guests of the Prime Minister from the permanent missions to the United Nations, who had been particularly helpful to the Cameroons cause during discussions at the General Assembly.

Arrival in the heart of Africa after leaving Canada deep in snow and Paris under fog and rain was a delightful surprise, the beauty of West Africa, with its brilliant sunshine, luxuriant vegetation, glorious flowers, and gold, green and red Cameroons flags flying everywhere, set the tone as the plane landed at Yaoundé. The hospitality committee had made excellent arrangements and, as

CAMEROONS REPUBLIC

50 0 50 100 150 Miles



each delegation was announced, a charming young African, dressed in a green uniform with a sash of Cameroons colours, introduced herself as "guide". Each delegation was allotted a car with its national flag on the windshield and a driver who spoke fluent French.

The Canadian delegation was lodged in an African house on the outskirts of the town belonging to a member of the Cameroons Government. Despite its isolated situation, it furnished a better opportunity of learning the African way of life than any hotel lodging could have done. The house was modern and airy, with electric light, refrigeration and modern plumbing, and was surrounded by a large garden full of flowers and birds. A reminder that it was a trouble-torn area of Africa was given by the warning that all doors and shutters must be kept securely locked after dark. Security patrols checked every hour on the hour during the night to make sure that the delegation had not been disturbed. There were serious disorders in the nearby African quarter, where three men were murdered and several score Africans were killed by UPC supporters in an effort to throw a pall over the celebrations; and the major airports were also attacked and damaged.

Presentation of Credentials

Early on the morning of January 1 (the day's work starts at 7.30 in tropical Africa), Mr. Comtois presented his credentials to Prime Minister Ahidjo at the presidential residence, transmitting Prime Minister Diefenbaker's congratulations and good wishes for the future of the new Republic and giving him two books—Mr. Bruchesi's magnificently illustrated volume "Canada" and a copy of the new atlas of Canada published in French by Mr. Comtois' own department. Mr. Comtois remarked to the Prime Minister that although geographically Canada and the Cameroons were far apart they would be next-door neighbours at the United Nations, where the Cameroons, Canada and Ceylon sit in that order, and he hoped that future relations would always be close and cordial.

After these formalities, events moved to the sports stadium, where the flag of the independent Cameroons was raised with great ceremony. There was a most impressive march past of squads of young Cameroons students from all districts, followed by tribesmen in their native costumes, dancers, musicians and a striking delegation of pygmies from the rain forests. The march past took over three hours and was followed by an informal "little chop", a programme of sporting events, and African dances rounded out the afternoon. In the evening Prime Minister Ahidjo held a gala reception, which culminated in the election of "Miss Independence Day".

The next morning chartered airplanes transported the visiting delegations to Douala, the largest commercial centre, near the mouth of the Vouri River. Here the delegation was lodged in a modern air-conditioned hotel, which was a grateful change from the oppressive heat and humidity of Douala, which possesses one of the most trying climates in Africa. The same type of ceremony was repeated at the Douala stadium, where, however, a large contingent of ex-members of the

UPC paraded with banners and photographs of Um Nyobe, the late leader, who had been killed in ambush by the French and is now considered a martyr by the party. There is some hope that the UPC, many of whose members have profited by the general amnesty declared by the Ahidjo Government, will become transformed into an official opposition and participate in the new Legislative Assembly when it is elected in the spring of 1960.

A Medieval Pageant

On the following day, January 3, the delegations were again on the move and were flown north to Garoua, the birthplace and centre of the Fulani tribe, to which Prime Minister Ahidjo belongs. The chiefs of the surrounding regions had travelled from far and near to pay honour to their countryman, accompanied by their camp-followers, jesters and dancers in full regalia. There must have been over 3,000 mail-clad "medieval" warriors, wearing plumed helmets, carrying leopard-skin shields and riding slight, spirited Arab horses decked out in brilliant caparisons. The march past took place at a canter, with muskets crackling and silver trumpets blaring. Most of the delegates clung to the grandstand in some apprehension that, like the walls of Jericho, it might suddenly disintegrate under the assault of the waves of sound.

After the parade the delegates and chieftains were invited to a banquet, which appeared miraculously from nowhere. Soon whole sheep and mountains of fruit as miraculously disappeared. In the evening, Prime Minister Ahidjo held a reception where the principal African dignitaries, surrounded by their followers, mingled with the European guests. Troupes of Africans danced continuously on the torchlit terraces. The party lasted until the small hours, and it was not until 2.30 a.m. on January 4 that the planes returned to Yaoundé just in time for a few hours sleep before leaving once more for Paris.

Wherever the Canadian delegates went, they were received with the most heart-warming enthusiasm. Many inhabitants of the Cameroons owe a great part of their training and education to the schools maintained by the White Fathers and the Minister and Mme Comtois met many compatriots from the Province of Quebec who were devoting themselves to helping young Africans to a better way of life.

Despite the crowded programme, the delegation returned with the impression of a vivid, dynamic people, aware of the added responsibilities and difficulties independence must inevitably bring, and eager to help their country overcome them and make independence a reality. It is perhaps significant of the interest and attention that this newest African state is already commanding that during the ceremonies four major powers, the United Kingdom, the United States, the U.S.S.R. and the Federal Republic of Germany, announced their intention of establishing embassies in the Cameroons. Canada also will follow the progress of the new state with interest and sympathy.

External Affairs in Parliament

Sharing the Indus Waters

The following statement on the recent Indus Waters settlement was made to the House of Commons by the Secretary of State for External Affairs, Mr. Green, on February 29:

The House will recall that, on July 9 of last year, I announced with respect to the Indus Waters question that the Canadian Government had agreed in principle to participate in the programme that had been drawn up by the International Bank on the understanding that the funds required for this purpose would be provided as part of our increased Colombo Plan contribution. I said on that occasion that I was confident that the House would endorse the Government's view that it was in Canada's interest to help in the solution of a problem which has stood in the way of better relations between two of our Commonwealth partners in Asia.

It is a matter of great satisfaction to me to be able to inform the House that good progress has been made in working toward a solution of the Indus Waters question acceptable to the two states concerned, India and Pakistan. These discussions have now reached the point where the Bank and those countries, including Canada, which joined together to help in reaching a mutually acceptable solution, have agreed that an announcement on the Indus settlement should be made today by the International Bank in Washington. The Bank's announcement will give full details of the proposed settlement. Meanwhile I should like to mention the major points briefly.

The Canadian Government, subject to the ratification of a water treaty between India and Pakistan now under negotiation, has agreed to contribute \$22.1 million (Canadian) over the next ten years to the programme for the development of the Indus Waters. Parliament will be requested to approve this grant at the appropriate time.

In addition to the large loan which the Bank has agreed to make, Australia, New Zealand, the United Kingdom, the United States and Germany have all agreed to contribute funds; the United States has offered to provide additional sums through loans, and India and Pakistan will each make substantial contributions.

The proposed development programme provides for the construction of very large works which will divide the waters of the Indus in accordance with the treaty which India and Pakistan are currently negotiating. It is estimated that it will take 10 years to complete this project, which will provide water for irrigation and land reclamation, and important potential hydro-electric power resources, as well as flood control works . . .

Report to External Affairs Committee

On March 3, the Standing Committee on External Affairs heard the following exposition of Canada's external policy by Mr. Green:

... As you know, during the debate in the House, I dealt with quite a few different subjects having to do with the Department of External Affairs. There were, however, some things which I did not have the time to touch upon. If it would be satisfactory to the Committee, I would like to give a brief summary on these different questions. As soon as that has been done I would be very glad to try to deal with any points members of the Committee wish to raise.

Law of the Sea

The first topic has to do with the Conference on the Law of the Sea which is to commence in Geneva within approximately two weeks. This subject will be receiving a great deal of attention in international discussions in the course of the next few months. Primarily it has to do with the breadth of the territorial sea and coastal fishing limits. . .

This subject is of great importance in international affairs and of particular significance for Canada. We are the sixth largest fishing nation in the world, the fourth largest trading nation, and the country with the world's longest coastline; so that the breadth of the territorial sea and fishing limits are matters which could hardly fail to be of concern to the Canadian Government at a time when all members of the United Nations will be gathering shortly in a second attempt to reach agreed rules of law on these two subjects.

As the members of the Committee know, the First Conference on the Law of the Sea was held in 1958 and, after lengthy discussions, it succeeded in adopting four conventions which comprehensively regulate the territorial sea, the continental shelf, conservation and high-seas fishing and navigation; but, notwithstanding these achievements, the conference failed to reach agreement on two cardinal points, the breadth of the territorial sea and fishing limits, which are the very foundation of the code of law adopted by the first conference. In other words, they did have a good deal to their credit; they worked out most of the problems, but the two key problems, which also are the two most difficult ones, they were unable to decide. Consequently, the United Nations General Assembly, at its thirteenth session in 1958, called for a second conference to be convened in Geneva in March and April 1960, in order to reach a solution to these questions.

Now, you may wonder why the international community has not yet been able to agree to uniform rules for the territorial sea and fishing limits, and why these subjects have become of such great importance in present-day international affairs.

The answer to that question is not a simple one. The key lies in the fact that there is a conflict of interest between a great number of nations on two issues: one, coastal-fishing rights and two, freedom of navigation in the 12-

mile coastal zone. On the one hand, there are a number of nations with developed fishing fleets which have operated, and continue to operate, in areas contiguous to the territorial waters of other states. For example, in Canada we have American fishermen, also French, Spanish and Portuguese. Their fishing fleets have been attracted by the prospects of good fishing in these coastal waters. Another example of where this problem arises in a very acute form is the fishing by the British trawlers off the coast of Iceland. A number of these distant-water fishing nations also have large mercantile fleets and navies which navigate the high seas. The traditional three-mile limit has adequately served the interests of this group of countries and, by and large, continues to do so. In other words, these countries' navies prefer a narrow territorial sea.

On the other hand, since the beginning of this century, a growing number of coastal states — and Canada would rank as a coastal state — have come to regard the three-mile limit as no longer adequate for the protection of their own interests. Accordingly, they have made claims to the exercise of national jurisdiction outside the three-mile limit for various purposes; for example, jurisdiction has often been assumed for customs, immigration, fiscal and sanitary purposes . . . and claims made over the resources of the continental shelf. The law is very important because of the discoveries of oil on the continental shelves off different countries. Moreover, a growing number of coastal states, whose populations have been greatly increasing in recent years, have been looking to the living resources of their adjacent seas as an important, and sometimes vital, source of food. As a result, there has been growing pressure arising, particularly from the newer and less-developed countries, for increased controls over fishing in their adjacent waters. We have experienced trouble in regard to this question off the coast of Nova Scotia where, under Canadian law, the Canadian trawlers have to stay out beyond 12 miles, but American trawlers can go in to the three-mile, which is the territorial-sea limit. To satisfy these demands claims have been made, in some cases, to territorial-sea and fishing limits of up to 200 miles. Some of the South American countries — I think Chile and Peru — claim a 200-mile territorial limit, and they did that because of whale fishing up to 200 miles off their coasts. Boats from other countries were coming in there and getting all the whales, and this is the origin of the 200-mile limit off the west coast of South America. More often claims have been made to a 12-mile territorial sea or, as in the case of Iceland, to a 12-mile exclusive fishing limit.

The situation could be summed up in the following ways. The United Kingdom, United States, France, Japan and a number of Western European and other nations favour restricting as much as possible a coastal state's jurisdiction over its adjacent seas. At the first conference, this group favoured a United States proposal for a six-mile territorial sea — they were willing to move from the old three-mile to a six-mile — and a further six-mile fishing zone which was, however, to be subject to historic fishing rights. In other words, they were willing to agree to a six-mile territorial sea and a six-mile fishing zone beyond it providing they

had fishing rights in perpetuity. This is important to Canada because it would mean historic fishing rights on both coasts within the outer six of the 12 miles in perpetuity. Under this proposal, a state which had fished in the outer six-mile zone of a coastal state for a period of five years, would have been able to claim the right to continue to fish in the future. The notion of traditional fishing rights was, however, opposed by a substantial number of states because it granted a favoured position to certain more-developed countries.

On the other hand, a number of Latin American, African and Asian states proposed that countries should be able, at their own discretion, to choose the breadth of their territorial sea between three and 12 miles. In other words, they wanted a sliding scale. This proposal, which was supported by the Soviet Union, would have resulted in a general 12-mile territorial sea. Accordingly it was opposed by a large group of countries which feared that it would have caused substantial interference with freedom of navigation on the high seas.

In these circumstances, the Canadian Government believed that only a genuine compromise solution could prove capable of resolving the various conflicting national positions. We were convinced that the reason why many states were making claims to a 12-mile territorial sea—and, mind you, if you have that, of course it takes in the fishing; it covers the whole field — was not because of any desire to interfere with freedom of navigation on the high seas, but in order to obtain a full measure of sovereignty over the living resources in the 12-mile zone adjacent to their coasts. Canada therefore concluded that a compromise formula, in order to be successful, must do two things: first, it must recognize the principle of the freedom of the high seas and, second, it must grant to coastal states the very same degree of exclusive control over offshore fisheries which they would have under a 12-mile territorial sea.

The Canadian delegation accordingly put forward at the first conference a compromise formula for a six-mile territorial sea, and for a further six-mile fishing zone exclusively reserved for the fishermen of the coastal state. In this manner the Canadian proposal would enable all states to achieve the desired degree of economic control without infringing on the principle of the freedom of the high seas.

Unfortunately, no proposal was able to obtain the necessary two-thirds majority support in plenary session of the first conference. That part of the Canadian proposal calling for a 12-mile exclusive fishing zone was, however, the only proposal to obtain a simple majority of votes in committee.

During the inter-conference period, the problem of the territorial sea and fishing limits has . . . become intensified by the taking of unilateral action by a number of states. In fact, seven states or territories have proclaimed territorial sea or fishery limits of 12 miles since the conclusion of the first conference.

These developments have tended to confirm Canada's conviction that only a genuine compromise formula will be capable of emerging as international

law at the next conference; that is to say, a formula which recognizes the essential interests of all states and presents a genuine middle position . . . to which countries favouring less extensive or more extensive limits can move together in common accord.

In the view of the Canadian Government, the Canadian six-plus-six formula—that is a six-mile territorial sea and a further six-mile exclusive fishing zone—remains the proposal with the best chance of proving an acceptable compromise solution at the forthcoming conference; and for this reason it is the firm intention of the Canadian Government to sponsor such a proposal at the conference and to work actively on its behalf.

During the past months Canada has been seeking support for this proposal and conducting discussions in capitals throughout the world. Toward this end, Canada has presented to all members of the United Nations a pamphlet entitled “The Law of the Sea — A Canadian Proposal”, which was tabled in the House on January 15 and which has just been distributed to the members of the Committee. This little booklet seems to be arousing considerable interest and bringing about a wider understanding of the Canadian position.

What of the prospects for the success of the conference? I think the Canadian pamphlet demonstrates that the failure of the first conference should not occasion pessimism for the success of the next. Reassuring progress was, in fact, made at the earlier meeting; it proved that there was a wide measure of agreement, not only on the desirability of adopting new rules of law, but also on the principle of the freedom of the high seas and a coastal state’s right to a 12-mile fishery zone.

In the light of the probable consequences of the failure of the conference, the need for the adoption of new rules of law has become more and more pressing. Agreement at the conference will be a significant achievement and will, furthermore, testify to the international community’s ability to meet its responsibilities. The chances of success of the conference will, in the final analysis, depend on the willingness of a number of states to be flexible in their positions and on their readiness to move towards a genuine compromise or “middle” formula which lies in between the positions heretofore adopted both by the Western maritime powers and by a number of African, Asian and Latin American countries, and the Soviet Bloc as well. The Soviet Bloc is in favour of a 12-mile territorial sea.

If a number of countries or groups of countries adopt inflexible positions at the conference and are unwilling to move towards a genuine compromise formula, the prospects of success, both of the Canadian formula and, indeed, of the conference itself, will be considerably reduced. Whatever the circumstances, I can, however, assure the members of the Committee that the Canadian Government will continue to work actively towards the success of the conference and the adoption of uniform and equitable rules of law; and, of course, we will be guided at all times by what we consider to be the best interests of Canada and of the international community.

Chicago Diversion

While we are dealing with questions of water, I would like to say a word or two about the Chicago Diversion problem and also the Columbia River problem. Members will recall that a bill known as H.R.1 was introduced into the United States House of Representatives in January 1959. That bill sought to obtain authority for the sanitary district of Chicago to increase, for an experimental period, the amount of water to be diverted from Lake Michigan into the Mississippi drainage basin; in other words, take water out of the St. Lawrence system, use it for sanitation purposes in Chicago and put it into the Mississippi. Canada objected to these proposals and made its objections known in a number of communications to the United States Government. The bill, however, was approved in the House of Representatives and sent to the Senate, where it was eventually referred to the Senate Committee on Foreign Relations. The chairman of that Committee, Senator Fulbright, asked the State Department to secure Canada's views on a number of matters connected with the bill. This was the direction given to the State Department by the Chairman of the Senate Foreign Relations Committee.

Before discussing the subject again with the representatives of the United States we called in representatives of the Province of Ontario and the Province of Quebec and had a very helpful discussion with them about this whole situation. Then in due course we met the representatives of the United States and again the whole question was discussed.

The situation is this: the St. Lawrence river system looms much larger in Canadian affairs than it does in the United States picture. As most of you know — even those of us who come from the West coast and from the Maritimes — the whole history of Canada originates in the St. Lawrence river system. This has been the heartland of Canada from the start, and whatever is done to that system is of vital importance to our nation. Down through the years there have been very extensive power installations on the river and many harbours built on the Lakes.

The problems that would be raised by a lowering of the level of the Lakes are tremendous. I know from my experience as Minister of Public Works that many of these harbours have rock on the bottom. They have not just sand bottoms that you can scoop up; it is rock that has to be blasted, and to lower the waters of the Great Lakes would constitute a very serious problem for Canada. The Americans have suggested that perhaps Ontario could divert some of its rivers which flow into Hudson Bay or James Bay to the St. Lawrence basin. I understand that that is practically impossible. It certainly is not feasible, is no answer to the request by Chicago and would not meet the difficulties raised by Chicago taking additional water from Lake Michigan. The Americans themselves are divided on this question: Milwaukee, for example, is very much opposed to Chicago, although it is also on Lake Michigan; and I think all the states from Lake Michigan down to the sea are against the Chicago plan.

Canada has taken a very firm and, I think, a very reasonable stand on this question. I am not sure of what will happen to this bill in the United States Senate during their present session; but, in any event, there has been no change in the policy adopted by the Canadian Government, which has been, and is, that we are against this proposal to divert water from Lake Michigan

Columbia River

Then, with regard to the Columbia River, I do not need to go over the information which General McNaughton has given this Committee down through the years about the Columbia River and its potential development. It has a huge power potential, which has been developed on the United States side, but to a very limited extent on the Canadian side.

A little over a year ago we referred to the International Joint Commission the question of working out principles under which downstream benefits would be paid to Canada for the storage of water which would be released in times of low water and thereby would increase the amount of power that could be produced in the plants on the American portion of the river.

General McNaughton and the other members of the International Joint Commission, including the American members, did an outstanding job on this reference, and in December they brought in a report which recommended to the two Governments the various principles on which a co-operative plan could be based.

The water in Canada belongs to the provincial government. The only control the Dominion has over it is a licensing control under the terms of the International Rivers Act, which was passed a few years ago. So this has meant that the Federal Government must work not only with the United States Government but also with the provincial government of British Columbia. A technical committee of the two Canadian governments has been at work for many months. There has also been a policy committee at ministerial level, which includes two Ministers from the Canadian Government and two from that of British Columbia. Mr. Alvin Hamilton and myself have been the federal representatives, and Mr. Williston and Mr. Bonner have been the British Columbia representatives

The negotiations held here two or three weeks ago were more or less of a preliminary nature, and the next meeting is to take place tomorrow in Washington. In the meantime, last Saturday the Dominion-Provincial Policy Committee met in Victoria. Of course, I am not in a position to say what progress will be made at the meetings in Washington tomorrow, but I think there is a reasonable prospect that the terms of a treaty or agreement can be concluded fairly quickly, and also that the development of this river in Canada can be undertaken without delay

Summit Preparations

Then there are three or four other subjects I should like to deal with. One has to do with the preparations for the East-West summit conference. These are going forward on the Western side through the North Atlantic Treaty Organ-

ization, and also through special working groups established for the purpose, to prepare Western positions on the subjects which will be taken up at the summit meeting.

It was indicated by the three negotiating powers—that is, the United Kingdom, the United States and France — after the Western heads-of-government meeting in Paris in December, that particular interest would be shown at the summit in problems relating to Germany, including Berlin, disarmament and East-West relations. The Soviet Premier will undoubtedly have some subjects of his own to suggest, but it is a matter of satisfaction that, by avoiding a question of a formal agenda and proposing merely that the summit meeting consider international questions of mutual concern, the Western powers have got around at least one of the stumbling blocks that last year delayed East-West negotiations.

On the Western side, working groups have been established, all of them in close association with the North Atlantic Treaty Organization, to draw up recommendations for the positions to be adopted by the West. To meet the requirements of consultation and joint effort, certain new methods and procedures have had to be worked out and I am glad to say that in the period since the NATO ministerial meeting in December satisfactory arrangements have been drawn up. A five-power working group on disarmament, on which Canada is represented, began meetings in Washington on January 25. It is, of course, also preparing for the meetings of the ten-power Disarmament Committee, which is to start in Geneva on March 15. Meetings are also being held in Washington of a four-power working group, composed of the United States, United Kingdom, France and West Germany, on Germany and Berlin.

Similarly, the three negotiating powers are examining in close consultation with their NATO allies the possibilities to be pursued in the realm of East-West relations. The NATO Council has a direct representative on that working group. These groups report on their work to their own governments and to the NATO Council.

In coming weeks there will be other forms of consultation in addition to the regular arrangements conducted through the NATO Council. For example, I shall be going to Washington in mid-April for consultations with other foreign ministers on summit preparations as they relate to disarmament.

Perhaps the most important of such gatherings will be the annual spring ministerial meeting of NATO, which is to take place in Istanbul, Turkey, from May 2 to May 4. This will be a meeting of NATO foreign ministers, and we will have the opportunity on that occasion to examine carefully the results of the work of the various preparatory groups and to make recommendations to the three powers who will be participating in the summit meeting discussions commencing May 16.

It is proposed that very shortly after the summit meetings, the foreign ministers of the three powers — that is, again, the United Kingdom, the United States

and France — will meet with the permanent Council of NATO to inform Council members of the results and to consult with them on further steps to be taken.

The disarmament working group will be reporting to the NATO Council next week. This is all being done, of course, in order to keep the various member nations of NATO fully informed of the current situation and also to get their suggestions.

Laotian Problem

Now, a word about Laos. I know you all know where that is. It is part of the former Indochina, out in Southeast Asia.

One of the problems which has given rise to considerable concern in the past few months has been the disturbed situation in Laos. We really have had some sleepless nights about this question.

In August the Laotian Government received reports that fighting had broken out in the northeastern part of the country between the Communist-orientated Pathet-Lao and Laotian government forces. At that time the Laotian Government stated that the Pathet-Lao were being given active assistance by North Vietnam and on September 4 it appealed to the Secretary-General of the United Nations for assistance in halting "aggression", and in preventing the spread of fighting.

Canada has had a direct interest in Laos since the 1954 Geneva Conference, when we were named along with India and Poland to the International Commissions to supervise the cease-fire agreement for the three states of Indochina, that is, the three different Commissions, for Laos, Cambodia and South Vietnam.

The Commission for Laos was adjourned *sine die* in July 1958, at the request of the Laotian Government, following the completion of the political settlement envisaged by the cease-fire agreement.

While the Commission has remained in adjournment, Canada has nonetheless maintained its interest in Laos, and we viewed the disturbances of last summer with considerable concern.

It has been the view of the Canadian Government that the framework established by the Geneva Conference, which has done much to maintain the peace and stability of Indochina, does not preclude the United Nations from playing a part in relieving international tension in the region. The United Nations has a legitimate interest in that area, and can play an important part in supplementing the arrangements made at Geneva. The arrangements made at Geneva were not arrived at under the United Nations.

When the Laotian appeal was discussed by the Security Council last September, the Canadian Delegation supported the resolution to establish a sub-committee to inquire into the situation.

The Canadian representative pointed out during the debate that the Government of Canada had maintained a consistent position that the principles of the Geneva settlement should be maintained and that the obligations arising out of it rested on all parties who participated in it.

It was not considered, however, that the Security Council would be justified in attempting to recall the International Commission against the wishes of the Laotian Government — that is, we did not think that the United Nations Security Council should ask that the Commission should be reconvened. This Commission is composed of India, Canada, and Poland. That is the membership of all three Commissions.

Canada therefore was in agreement with the proposal to set up a sub-committee of the United Nations Security Council. Our thinking was that, if a United Nations presence could be got into Laos, it would stop any spread of the trouble. We thought that would be the most effective way to stop a small brush fire becoming what might have been a very serious war in the area, or what might have in fact precipitated a world war.

The report of the Security Council sub-committee, which was made public early in November, noted that it was not clearly established that regular North Vietnamese troops had actually crossed the border to assist the rebels, but that the Pathet-Lao had received support from North Vietnam in the form of equipment, arms, ammunition, supplies and “the help of political cadres”.

Since the publication of this report, the Secretary-General, Mr. Hammarskjöld, has visited Laos to gain a personal knowledge of the situation, and has named a personal representative, a member of the United Nations Secretariat, to report on the economic situation in Laos.

We understand that a proposal for co-ordinated action by the United Nations and the Specialized Agencies to assist Laos in the development of the basic sections of its economy is now under consideration.

In Laos itself, a new cabinet, which was formed early in January, is preparing for general elections, which are slated to be held on April 24. The Government has announced that, as far as External Affairs is concerned, it will follow a policy of neutrality and will respect international agreements concluded by the previous governments, including the Geneva agreements.

The military disturbances in the country have lessened since the visit of the Security Council sub-committee in September and October. A potentially dangerous situation still exists, but it is hoped that this may be lessened by the continued interest of the United Nations and the continued adherence of the Laotian Government to the Geneva Agreements.

Outer Space

Another subject on which brief comments might be helpful is the question of outer space.

The great strides made in the fields of ballistic missiles and outer-space vehicles have redoubled the urgency of the disarmament question.

At the same time, the prospective benefits to be derived from the peaceful uses of outer space and from the establishment of the rule of law in outer space are immense. For this reason the Canadian Government supported the resolution adopted at the last General Assembly creating a permanent committee in this

field on which Canada will serve with some twenty-three other countries — that is, for the peaceful uses of outer space.

In 1958 there was a committee set up on outer space, composed of eighteen members, of which Canada was one. But Russia and other Communist nations refused to participate, because they said that the membership of the committee was not fair; and because they would not participate, several other nations on the committee, including the United Arab Republic and India, also refused to participate, so the committee was “stymied” from the start.

The situation has now been changed. The committee has been increased to twenty-four and it is hoped that now they will proceed. The set-up of the present committee is twelve from the Western countries, six from the Soviet Bloc, and six from the uncommitted nations.

It is encouraging that the contentious issue of membership was resolved in a way which makes it possible for the Soviet Union to participate in the challenging work of the committee.

As Mr. Nesbitt told the Assembly, it is our hope that one of the achievements of the new committee on the peaceful uses of outer space will be the formulation of a rule, and the finding of means to gain universal acceptance of that rule, that no part of space or any celestial body may be appropriated by or subjected to the jurisdiction of any state.

In other words, there is to be no national claim to outer space — we hope. It is expected that the first meeting of the new committee will open in New York on March 15.

In addition to making plans for the conduct of its future work in technical and legal fields, the committee will concern itself with arrangements for the holding of an international conference on the peaceful uses of outer space, possibly this year.

Mind you, in addition to peaceful uses of outer space, this outer space question also involves problems for the Disarmament Committee. And a lot of thought is being put on that subject in the Disarmament Committee.

I have some notes here on radiation, but I shall not take up the time of the Committee to go over them.

International Courts

I have a few brief comments on Canadian membership on the Permanent Court of Arbitration.

Canada has decided to support actively the Permanent Court of Arbitration, and her Ambassador in The Hague will represent Canada on its Administrative Council.

Forty-four other countries are members of the Court, which was established in 1899 for the settlement of disputes between states.

The Permanent Court of Arbitration is in many respects a complement to the International Court of Justice, in that it provides an informal and more

flexible arbitration machinery for dealing with international disputes than that provided by the International Court of Justice.

Experience has shown that this informal type of arbitration machinery is under certain conditions a preferred medium for handling international disputes.

Also, of course, the Arbitration Court plays a part in the appointment of judges to the International Court.

Our active participation in the activities of the Permanent Court gives further evidence of Canada's desire to strengthen the rule of law in international affairs and to re-affirm the importance of the role of arbitration.

The jurisdiction of the International Court of Justice has all the characteristics of a formal court of last resort, with its jurisdiction being limited to the strict terms of reference provided for under the terms of the Statute of the Court, having particular regard to Article 36 of the Statute. By contrast, the Permanent Court of Arbitration provides a flexible, informal arbitration type of machinery for dealing with disputes.

It was thought at the end of the War that the International Court of Justice would, for all practical purposes, replace the Permanent Court of Arbitration. However, the attitude of the Soviet-Bloc countries to the International Court has been one of uniform hostility, while the Asian countries have shown reluctance to use the International Court, which, it appears, they regard as a body dominated by Western legal systems and traditions. It is therefore significant that the U.S.S.R. and some Asian countries have responded favourably to the recent move to support actively the old Court; it would tend to confirm indications, particularly with respect to the U.S.S.R., that those countries may in certain circumstances prefer recourse to arbitration rather than accept to submit to the jurisdiction of the International Court.

It is also believed that the Permanent Court provides a useful alternative to the International Court when a discreet approach is indicated and the publicity attending the International Court is not desirable

I will now go back to the report on radiation. It is probably all right but I would like to read it.

At the last Assembly, the Canadian Delegation took a vigorous lead in seeking to further the work of the United Nations Scientific Committee on the effects of atomic radiation in regard to the urgent need to fill the gaps that remain in man's knowledge of the nature, levels and effects of radiation. Of particular concern was the effect on the health of human population. I had drawn the attention of the House on July 9 to the desirability of improving and enlarging the data available to the Committee. The same view was expressed in the General Assembly, when I said: "There is widespread concern that we should be able to assess more accurately than is now possible the nature and extent of the hazards resulting from the addition of man-made radiation to that which already occurs in nature".

From the outset the Canadian initiative enlisted a wide measure of support from virtually all the main geographical areas and political groupings repre-

sented in the Assembly. Nevertheless, lengthy negotiations were required to overcome the initial Soviet opposition to any suggestion that the Scientific Committee might play an executive and administrative role or to any proposal removing from governments themselves responsibility for collection and analysis of radiation samples. In the end a resolution embodying the Canadian objectives was co-sponsored by Canada and ten other countries and unanimously approved by the Assembly — in some cases with more enthusiasm than in other cases. In introducing this resolution, I announced that Canada was “prepared to receive from other states radiation samples collected according to methods recommended by the Scientific Committee in consultation with the appropriate Specialized Agencies, and to analyse such samples in the Canadian Government laboratories which handle Canada’s domestic sampling programme. If other governments indicate their readiness to participate in such a co-operative programme of collection and analysis, the Canadian Government, as an initial offer, is prepared to receive and analyse on a regular basis samples of air, water, soil and food from 20 to 25 foreign sampling stations in each category”.

Since that time steps have been taken to make ready in Canada the facilities to meet such requests for analysis as may be received. The Scientific Committee has recently held its seventh session in New York, where further careful consideration has been given to the best means of encouraging relevant biological and genetic studies, of improving physical measures for the study of fallout and of obtaining more data on levels of Sr90 and Cs137 in soil.

In response to the invitation in the Assembly resolution, the Governments of Argentina, Italy, Japan, Norway, the United States and the U.S.S.R. have followed the Canadian lead in offering their laboratory facilities, at the request of other governments, to receive and analyse samples in accordance with the work of the Committee.

Quite separately from the above offer of assistance in relation to the study of radiation, the services of a Canadian radiation technician, Mr. John D. Marr of Atomic Energy of Canada Limited, have been provided to the Government of Ghana. Mr. Marr, who is an expert in the Canadian fallout sampling programme for the measurement of radioactivity, arrived in Accra on February 3 to assist in setting up air sampling stations which the Government of Ghana will construct under its radiation-monitoring programme.

Ghana of course is very much interested in this whole question of radiation, as are all African countries . . .

I was interested and gratified last week to learn of the setting up of a committee in Canada to deal with the whole question of radiation under the chairmanship of Dr. Hugh Keenleyside who, members of the Committee know, for many years was in government service here and later served with the United Nations.

I am confident that the work of that committee will be very helpful in furthering the ends that the Government and, I am sure, all Members of Parliament have in mind.

Technical Assistance Programmes

To get back to the assistance programmes, I will deal first with the Colombo Plan.

One of the most vital questions facing nations of the world today, both small and large alike, is the disparity between the living standards of the developed and under-developed countries. This question is important not only because of its obvious humanitarian aspects, but also because of the very significant implications it has for continued peace and prosperity throughout the whole world. Peace in the world is not likely to be a lasting state of affairs if this problem cannot be substantially solved. I believe the great majority of Canadians recognize that Canada, as one of the more fortunate nations, has an obligation in this respect and give their support to the efforts this Government is making to contribute to the economic development of less fortunate nations and to raise the living standards of their peoples.

Canada's major effort to aid under-developed countries has been made through the Colombo Plan, which is designed to foster the economic development of the nations in South and Southeast Asia through co-operative programmes of assistance. We are associated in the Colombo Plan with our sister nations of the Commonwealth in Asia, and it is, therefore, a particularly appropriate instrument for Canada's aid activity.

I might remind the Committee that, at the Commonwealth Trade and Economic Conference at Montreal in 1958, Canada undertook to ask Parliament to vote \$50 million for the Colombo Plan in each of the three succeeding years, an increase of close to 50 per cent over the highest contribution Canada had previously made to the Plan.

By the end of the present fiscal year, Canada will have contributed more than \$280 million to the Colombo Plan. With these funds Canada has made significant contributions to the economies of the Asian members of the Plan. We have helped to construct hydro-electric and irrigation projects, such as the great Warsak project in Pakistan, which is now nearing completion. Canadians who have seen Warsak are justifiably proud of the tremendous changes it has wrought in the lives of the tribesmen of the Northwest Frontier, and of the impact it will have on the economy of West Pakistan. Two or three weeks ago I had the opportunity to read quite a few articles in the Pakistani press and, certainly, there is no doubt that Canada was getting full credit for her part in the programme.

In India we have almost completed the construction of the Canada-India reactor, which will bring to the people of that part of Asia the benefits which flow from the peaceful uses of atomic energy. Canada is engaged in many other projects in India and Pakistan, but one which concerns both these countries and is of special significance for Canadians is the Indus Waters scheme, about which I made an announcement a few days ago. Through diligent and praiseworthy efforts by the International Bank, a plan has been worked out for the settlement of this important issue which, for many years, has clouded good rela-

tions between two of our Commonwealth partners in Asia, India and Pakistan. As I informed Parliament on February 29, Canada has agreed to contribute \$22.1 million over the next ten years to the development fund for the Indus basin proposed by the International Bank. It is proposed that part of our increased Colombo Plan contribution will be devoted to this very worthy cause, thus enabling Canada to assist in the solution of this issue.

Canada has made substantial contributions also to the economies of the non-Commonwealth members of the Colombo Plan. Of special interest to the Committee will be the Mekong River project, which is expected to bring great economic benefits to Cambodia, Laos, Thailand and Vietnam, three of which countries I referred to a few moments ago. In connection with this project in which we are co-operating with the four states I have just named, as well as with certain other countries and the United Nations, Canada is now conducting an aerial survey of the main stem and tributaries of the Mekong River flowing down through the centre of the Southeast Asia peninsula, which, when it is completed, will enable these four Southeast Asian states to move ahead with plans to develop the resources of this great river system. The cost of this survey is being met out of Colombo Plan funds.

In addition to the large capital projects such as those I have mentioned, Canada makes a significant contribution to the economic development of our Colombo Plan partners in Asia through our technical assistance programmes. We are sending Canadian experts to Asian nations to share with them our knowledge of modern technology and we are continually receiving in Canada Colombo plan trainees who come to this country to study in our universities and schools and to learn industrial techniques and methods of administration. More than 160 Canadian experts have gone abroad and, at the present time, there are some hundreds of trainees from under-developed countries taking courses of study in Canada.

Not long ago I had the pleasure of meeting a large group of these trainees here in Ottawa. I am sure that members of the Committee who shared that pleasure were impressed, as I was, with the high quality of the trainees and particularly with the great goodwill they hold toward Canada. It seemed to me that this was an excellent illustration of the way Canada's participation in the Colombo Plan serves not only to bring economic benefits to those countries which need them so badly but also to contribute materially to a better understanding between the people of Canada and the people of Asia. I think it is generally agreed that this portion of the Plan, which involved the bringing of young leaders from these different countries to Canada, is extremely beneficial to Canada and to the countries from which they come.

Last month marked the tenth anniversary of the concept of the Colombo Plan. Canada and the other members of the Colombo Plan can rightly be proud of what the Plan has done in ten short years to improve economic conditions and living standards of our Asian partners. But the rate of economic expansion

in those countries is still slower than we should like it to be. Much remains to be done. The problems of the economically under-developed countries are vast and complex and do not lend themselves to quick or easy solutions. In recognition of this, it was decided at the annual meeting of the Colombo Plan Consultative Committee held in November at Jogjakarta, Indonesia, to extend the Plan for another five years; that is, until 1966, and to consider, before the end of the five-year period, the possibility of a further extension. Canada fully supported this decision and we intend to go on supporting the Colombo Plan to the best of our ability and to the greatest extent our resources permit.

Next is the Commonwealth assistance programme. Canadian aid to under-developed countries is not, of course, restricted to the Colombo Plan. Since 1958 we have been engaged in a \$10-million programme of aid to The West Indies which is to last for five years. We feel a special kinship to the people of The West Indies, who are struggling to establish within the Commonwealth a new nation, able to stand on its own feet, and to give its inhabitants a decent standard of living. The largest single item in our assistance to The West Indies is the construction of two ships for inter-island traffic at a cost of approximately \$6 million. A number of Canadian experts are being sent to The West Indies to advise the authorities there on various aspects of their development programme and to help train and instruct West Indians in the techniques required in a modern economy.

This Government is keenly aware as well of the needs of the newly independent and emerging states of the Commonwealth in the great continent of Africa. At the Montreal Conference, Canada announced a \$500,000 technical assistance programme for these states. I am pleased to report to the Committee that, within the last year, this new programme has enabled us to receive just under twenty trainees from Africa and to meet several requests for the services of Canadian experts.

Commonwealth Scholarships

Another plan is that providing for Commonwealth scholarships. The Commonwealth Conference on Education held at Oxford, England, last summer marked another milestone in Canadian efforts to contribute to the development of our Commonwealth partners. This conference approved a Canadian proposal for an exchange of high-level academic scholarships between the different parts of the Commonwealth. It was agreed that a total of 1,000 scholarships be exchanged and Canada undertook to place 250 students from other parts of the Commonwealth in Canadian universities and other educational institutions at a cost of about \$1 million annually. To guide Canada's participation in the important new scholarship plan, the Government has appointed a Canadian Commonwealth Scholarship Committee and this Committee is working smoothly in receiving applications from students in other Commonwealth countries who wish to study in Canada, and processing the applications of Canadians who wish to study abroad under this plan. This committee is set up under the Organization

of Canadian Universities; they have been very active and have rendered helpful assistance. . . .

At the Oxford conference the more advanced countries agreed to provide assistance to their less-developed partners in the general field of education. Canada undertook to provide assistance by sending teams of teachers abroad to assist in training teachers in other countries and to receive trainees for the same purpose in this country.

Then, United Nations assistance programmes. The United Nations and its affiliated organizations have a very important part to play in the world-wide efforts to assist the under-developed countries and in the various United Nations programmes Canada is making a contribution fully in keeping with our responsibilities and capabilities. We have actively supported the United Nations Expanded Programme for Technical Assistance since its inception in 1950. This programme is financed by voluntary contributions by governments and is designed to provide experience, training facilities and technical knowledge on request, to under-developed countries. Canada has contributed \$2 million to this programme in each of the past three years.

A new institution called the United Nations Special Fund was established in 1959 to help under-developed countries undertake projects which would be beyond the resources of the Expanded Programme for Technical Assistance. In its short life, the Fund has shown excellent promise and the Government proposes to contribute \$2 million to the Special Fund in its second year.

Finally, a word about other multilateral programmes. The International Bank and the International Monetary Fund also play an important role in assisting the under-developed countries, especially the International Bank, which has been a notably successful institution for the extension of development loans. The Governors of the Bank and the Fund adopted early in 1959 proposals for increasing the resources of both organizations, which were acted upon by Canada. In the case of the IBRD, the Canadian subscription has been raised from \$325 million to \$750 million and Canada's quota in the IMF has been increased from \$300 million to \$500 million. Canada participated in the discussions in the Bank on the establishment of a new organization called the International Development Association. The purpose of the IDA, as it is commonly known, is to provide development funds to the less-developed countries on terms less onerous than are normally available to them. Canada and the other members of the International Bank have been given an opportunity to participate in the proposed IDA and the Government will be giving careful consideration to that possibility. . . .

Disarmament Negotiations

On March 14, Mr. Green spoke as follows about the opening of the current disarmament negotiations at Geneva:

. . . Tomorrow the Ten-Nation Committee on Disarmament will start its important work in Geneva. The people of Canada, like those in most parts of the

world, have been waiting in hopeful expectation for these discussions to get under way. The House will, I am sure, expect a few remarks from me about the circumstances in which the talks are to begin.

This evening the five Western powers represented on the Committee are releasing a paper which sets forth the opening negotiating position of the West. It takes the form of a three-stage plan for comprehensive disarmament.

During some six weeks in Washington, the Western five evolved this plan; last week it was put in final form in Paris, and was considered and approved by the NATO Council.

Honourable members will understand that what has been formulated and announced is an initial negotiating position. This means that it may undergo modification as the negotiations develop, for there could be no negotiating if one side or the other were to stand on a fixed and inflexible position. Canada will urge that the Western negotiators continue to seek improvements in an effort to reach agreement with the Soviet side.

While both the Western powers and the Soviet Union have put forward blueprints for a three-stage programme, the proposals of the West do not constitute a package. They call for study leading to agreement on specific measures of disarmament. However, as soon as required studies on many items are completed, the appropriate agreements can be concluded and implemented, whether or not other items in the same stage are ready for agreement. Therefore, in areas where it proves possible to move forward to agreement, progress will be rapid and there can quickly be partial measures of disarmament within the scope of the general plan.

I have said that there is agreement among the Western powers on the broad lines of the programme presented. There have been, and remain, differences of approach and emphasis, just as there are differences of interest and judgment. For example, under instructions General Burns has pressed to have urgent attention given to measures of nuclear disarmament and he has had some success in this respect, though not as much as I should have liked. In this approach we shared to a degree the views of the French Government, whose proposals dealing with the control of the means of delivering nuclear warheads seemed to meet one of the major causes of anxiety in the world today.

Similarly, in our view, the items concerning the cut-off in the production of fissionable material for weapons purposes and the conversion of existing stocks to peaceful uses deserve higher priority and should be closely linked with the reduction of armed forces and armaments to the levels proposed.

While these views have found some expression in the Western plan, we continue to believe that there is room for improvement. In line with this attitude we welcome the inclusion, early in the Western programme, of studies and measures designed to prohibit, under effective control, the placing in outer space of weapons of mass destruction.

As it stands, the Western position is realistic, negotiable, and offers no threat to the security of any state. It looks forward to an ultimate goal of general disarmament, applicable to all countries with a significant military capability, and effectively controlled through an international disarmament organization. It envisages too the establishment in stages of international machinery for keeping the peace and for enforcing a rule of law. Appropriate links with the United Nations are contemplated and in the view of the Canadian Government this is of great importance.

It would be neither profitable nor desirable to enter upon the ten-power negotiations, which will be exclusively concerned with disarmament, in the belief that no significant progress can be made until political issues have been resolved. On the contrary, we believe that agreement on disarmament measures can and will help to improve the chances for political agreements. Accordingly, it is our intention to pursue vigorously the objectives of disarmament as such, and to work assiduously for the early implementation of agreements in as broad an area as may be possible.

I believe that it is incumbent on all concerned to view the forthcoming negotiations with hope and optimism. For years the people of the world have been yearning for peace with security and for freedom from anxiety about war. During the past decade and a half, we have seen an unprecedented preparation for defence, in a period of great scientific advance, but there has been no increase in security and no decrease in anxiety. If anything, international insecurity has grown and with it an appalling risk of war through mistake or miscalculation. Moreover, nations everywhere have had to bear the crushing burdens of defence with no prospect of relief in sight and with a depressing effect on many economies.

The time has come to concentrate on steps to be taken towards meaningful disarmament. The political atmosphere of today is as favourable to such action as at any time since the Second World War. Canada is participating in the disarmament negotiations believing there is hope for success. We are encouraged by the degree of harmony within the Western team and by their serious approach to the subject. They have a determination to achieve results and we hope that this will find response from the Soviet side. We will do all we can to assist in this most important endeavour.

Commonwealth Leaders Meet


On March 21, Prime Minister Diefenbaker replied in the following words to an inquiry by the Leader of the Opposition, Mr. Pearson, about the date of the May meeting of Commonwealth Prime Ministers:

On Friday last the Leader of the Opposition asked whether there was anything to report about the date of the forthcoming Commonwealth Prime Ministers' Conference, which date has appeared in the press, or the items which might be discussed at that Conference, reports of which have also appeared in the press.

In so far as the first matter is concerned, I refer the Leader of the Opposition to a press release issued on December 15, 1959, in which it was stated that the Commonwealth Prime Ministers' Conference would begin in London on May 3. Since then it has been determined as well that the Conference will close on May 13.

So far as the agenda of the Conference is concerned, the hon. gentleman knows from his experience that it is not the practice to make public the agenda for the Conference. It is true that, from time to time, there are speculative articles on the agenda, but because of the agreed and established practice of not disclosing the agenda, press speculation is not made the subject of official comment. The latest declaration in this regard was made in the British House of Commons on December 15, 1959, at which time Prime Minister Macmillan replied in like manner to questions then being asked respecting the matters which will come before this conference.

As the hon. gentleman knows, the field of Commonwealth and international matters is generally traversed. Beyond that, the experience of the past has been that no fixed agenda is followed, and that each and every Prime Minister, having equal status in the conference, may bring before the conference such matters as in his opinion deserve to be considered.



APPOINTMENTS, POSTINGS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. J. M. Ouellette posted from Ottawa to the Office of the High Commissioner for Canada, Lagos. Left Ottawa February 28, 1960.
- Mr. A. E. Gotlieb posted from Ottawa to the Permanent Mission of Canada to the United Nations, Geneva. Left Ottawa March 1, 1960.
- Mr. A. R. Kilgour resigned from the Department of External Affairs effective March 1, 1960.
- Mr. A. G. Campbell posted from Ottawa to the Canadian Delegation to the Disarmament Committee, Geneva. Left Ottawa March 1, 1960.
- Mr. W. A. Irwin appointed Canadian Ambassador to Mexico. Left Ottawa March 5, 1960.
- Mr. H. J. Armstrong retired from the Public Service effective March 5, 1960.
- Lt.-Gen. E. L. M. Burns appointed Ambassador and Representative of the Government of Canada to the Disarmament Committee, Geneva. Left Ottawa March 6, 1960.
- Mr. R. M. Tait posted from the Permanent Mission of Canada to the United Nations, Geneva, to the Canadian Delegation to the Disarmament Committee, Geneva, effective March 12, 1960.
- Mr. D. C. Reece posted from the Canadian Embassy, Bonn, to the Office of the High Commissioner for Canada, London. Left Bonn March 17, 1960.
- Mr. M. F. Yalden posted from the Canadian Embassy, Moscow, to the Canadian Delegation to the Disarmament Committee, Geneva. Left Moscow March 21, 1960.
- Mr. F. Charpentier posted from the Canadian Embassy, Port-au-Prince, to Ottawa. Left Port-au-Prince March 31, 1960.



TREATY INFORMATION

Current Action

Multilateral

Telegraphic regulations (Geneva revision, 1958) annexed to the International Telecommunications Convention (Buenos Aires, 1952).

Signed by Canada November 29, 1958.

Entered into force January 1, 1960.

Bilateral

Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark renewing for a period of four years the aircrew training agreement between the two countries. Copenhagen March 25, 1960

Entered into force March 25, 1960.

EXTERNAL AFFAIRS

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Accompanied by Canada's Prime Minister Diefenbaker, President Charles de Gaulle emerges from the Parliament Buildings, Ottawa. Behind M. de Gaulle and Mr. Diefenbaker are M. Couve de Murville, Foreign Minister of France (left), and Mr. Howard Green, Canadian Secretary of State for External Affairs.

President de Gaulle Visits Canada

GENERAL CHARLES DE GAULLE, President of the French Republic and President of the Community, paid a state visit to Canada from April 18 to 22, during which he was first received in Ottawa by the Governor-General and the Prime Minister and then travelled to Quebec, Montreal and Toronto. He was accompanied by Madame de Gaulle, M. Couve de Murville, the Foreign Minister of France, and other dignitaries.

This was General de Gaulle's third visit to Canada. He had been greeted previously in this country in July 1944 as President of the French Committee of National Liberation and in August 1945 as President of the Provisional Government of the French Republic.

The President and his party were welcomed to Canada at Ottawa's Uplands Airport at 6:00 p.m. on April 18. During their stay in the capital, he and Madame de Gaulle were the guests of the Governor-General and Madame Vanier at Government House.

The first formal events of the tour were a state dinner and reception in honour of President and Madame de Gaulle on April 18. Next morning, Prime Minister Diefenbaker called on the visitors at Government House for private conversations, which were followed by a meeting with members of the Canadian Cabinet in the Privy Council Chamber. After visiting the Memorial Chamber in the Peace Tower of the Parliament Buildings, General de Gaulle laid a wreath at Canada's National Memorial. The most important public speech of his visit was made by the President at a luncheon given by the Prime Minister and Mrs. Diefenbaker on behalf of the Government of Canada. The talks between the President and the Prime Minister were resumed in the afternoon, with the participation of the Foreign Minister of France, the Secretary of State for External Affairs, the French Ambassador to Canada, and the Canadian Ambassador to France.

Relations between the two countries continue to be excellent and a wide measure of agreement exists on current world issues. President de Gaulle emphasized in a public statement that he was happy to have been able to accept the invitation of the Canadian Government after visiting the United Kingdom and before going on to the United States, thus "strengthening the chain between the free nations whose solidarity is now of capital importance".

On the evening of April 19, President de Gaulle was host at a dinner and reception at the French Embassy. He left Ottawa the following morning for Quebec City, where he was the guest at luncheon of the Lieutenant-Governor and at dinner of the Premier. During the day, President de Gaulle visited Laval University and the City Hall. On April 21, he attended a luncheon in Montreal, given by the Mayor, after a call at the City Hall. Later in the day, in Toronto,



President de Gaulle poses for the camera, during his visit to Canada, on the front steps of Government House, Ottawa. With him are Canada's Governor-General Georges P. Vanier (left) and the Prime Minister of Canada, John G. Diefenbaker (right).

he was greeted by the Lieutenant-Governor and the Premier of Ontario. A reception was held at Queen's Park and a dinner was offered in the evening by the Lieutenant-Governor. On the morning of April 22, after laying a wreath at the Toronto war memorial and receiving a presentation from the Mayor, President de Gaulle left for Washington.

In a press statement following his discussions with President de Gaulle, Prime Minister Diefenbaker made the following comment:

"The visit of President de Gaulle, coming as it did just a few weeks before the forthcoming summit conference, presented an excellent opportunity to make known to him the views of the Canadian Government on the major subjects, which are to be discussed at the conference. President de Gaulle was most cordial and frank in his private conversation with me, as well as with members of the Cabinet. In the course of a *tour d'horizon* of the international situation, he put forward in the clearest terms his views and hopes on the methods of achieving world peace.

"Much of our conversation dealt, of course, with the forthcoming summit meeting. The President was most hopeful that the conference would produce a

climate of *détente* in which such difficult problems as those presented by the situation in Berlin, the partition of Germany in Eastern and Western regions, could continue to be the subject of further discussions among the Big Four Powers. He was hopeful that some agreement might be reached on the reciprocal control of missiles and of strategic aircraft capable of carrying atomic weapons. Such an agreement might include an undertaking by each side to ban the use of missiles and planes as vehicles for nuclear devices and authority to each side to inspect the activities of the other.

"The opportunity was taken to re-affirm the Canadian Government's opposition to the further testing of nuclear weapons. The President was also hopeful that some form of agreement could be reached on East-West co-operation on assistance to under-developed countries. On the whole, the President gave the impression that patience and perseverance were preferable to haste in the approach to the problems dividing the East and the West. A *détente* between the two would greatly facilitate the eventual solution of individual problems."

The following are excerpts from statements made by President de Gaulle, the Governor-General and the Prime Minister during the French leader's visit to Ottawa:

Arrival Ceremony, April 18

Governor-General Vanier:

It is with the greatest pleasure, *Monsieur le Président*, that I welcome you and Madame de Gaulle to Canada. You will recall that, when you visited this country in 1944, I had the honour of accompanying you from Algiers. Today I am happy to receive you as President of a restored and re-united France. On your earlier visit you were, I think, encouraged in your efforts to lead France to final victory by the warmth of affection extended to you by the Canadian people. I can assure you that our active sympathy is no less with you in your present role. For in these days of unquiet peace the traditional bonds of friendship and of kinship joining our two countries have been further strengthened by over ten years of close association in the North Atlantic alliance.

Just a few days ago, *Monsieur le Président*, you paid a triumphant visit to Her Majesty the Queen in London. As her Majesty's representative in Canada, I welcome you to Ottawa, confident that your visit here will arouse equal enthusiasm and affection.

Prime Minister Diefenbaker:

It is a joy and high privilege for me to join in the welcome to you, the illustrious leader of one of our mother countries, who has become a legend of his nation while still alive.

Your presence here again serves to emphasize the importance that we both attach to the preservation and strengthening of those bonds. Your visit gives expression to the close relationship which has developed between the members of the North Atlantic community, and to the never-ending need for continued

co-operation with full consultation among the members of NATO, in matters which affect not only the vital interests of the Western world, but of freedom itself in the world.

President de Gaulle:

How delighted and honoured I am to find myself on Canadian soil. Many are the reasons for this: first of all, our deeply-rooted past — numerous indeed are the links which bound us, and which, indeed, still bind us — and then there is the more recent past. I recall the two World Wars in which your country and mine joined forces in the battle for the freedom of the world; and then again I am delighted at having been able to accept the invitation of the Prime Minister and the Government of Canada because it gives me an opportunity to renew my friendship with Governor-General Vanier, whom I have so long — and for so many reasons — held in profound and warm esteem.

And there is also the fact that at this juncture which is so important — and, I add, so dangerous — for the entire globe, I considered it essential that I should come here to meet with the Government and People of this dear, strong and vigorous Canada — this, after having been in England, and on the eve of my visit to the United States. In this we see a kind of chain linking the free peoples, and nobody, today, is unaware of the capital importance of their solidarity. I am, therefore, pleased to be back on your soil, and to renew my many friendships, and to greet you in the name of France. Long live Canada, Long live France, Long live the free peoples!

Government Luncheon, April 19

Prime Minister Diefenbaker:

This visit is an important one in that it has provided an opportunity for a continuation of the discussions between us which began in Paris in November 1958. The intervening eighteen months have been fateful for our civilization. The great issues that confront the world have come into sharper relief and are approaching a stage of decision, a time when the quality of leadership will be submitted to its sternest test. National leaders must in large measure assume personally the burden of travel, discussion and negotiation. Personal contacts on the highest level have been multiplying since our last meeting and have been an essential preliminary to the formal meeting of chiefs of state and heads of government which you will attend in Paris a month hence. Although not a participant at the summit, Canada has nonetheless a vital concern with the outcome. We will be following with intense interest each stage of the negotiations and, as occasion requires, we shall not fail to express our views in full candour so that you and your Western colleagues at the summit will be in no doubt as to where we stand.

Today in our discussions, we have examined together the outlook for peace. You are acquainted with the elements of our thinking on the great issues of foreign policy. None of them is greater than an end to the arms race with

its financial burden on national economies and all its grave dangers to peace. France and Canada are partners in the search for a disarmament agreement as members of the ten-nation committee now meeting in Geneva. I know that you are aware that no objective of policy so accurately reflects the hopes of Canadians.

While our countries are joined in friendship by history, sentiment, and international organization, the maintenance of that friendship requires constant care. Leaders of the free world dare not forget that consistent and continuing consultation at a high level on political and economic questions is necessary to dissolve misunderstandings when they occur (as they will even among friends), and to ensure the most effective co-operation and unity.

President De Gaulle:

Let it be known that the country, the entity, the people that you are, arouse the highest interest, sympathy and confidence of France. Not only no dispute over claims or ambitions, no difference of fundamentals separates us, but, on the contrary, the French feel common accord with the Canadians, both in their conception and handling of the problems of our times.

Moreover, France, a country with a thousand years behind her, is also a new country, a country finding herself again, re-shaping herself, but whose stability and reviving strength underline still further her world-wide responsibilities, illuminate her ideal — that of desiring for others the same freedom of choice that she would wish for herself — and which fortifies ever more her resolve to form a vital part of what all the free peoples represent.

But what is our objective? In truth, it is peace, even though we realize that, to achieve it, we must travel a long and difficult road. In this regard my country is satisfied by the approaching meeting of the heads of state who are commonly called the Big Four. France believes that there should first be introduced among these four states — and thereby between the two camps of which they are protagonists — an easing of tensions. That implies the avoidance at present of any debating stalemate, *a fortiori* any threat in connection, for instance, with the problems of the German people. What is also involved is at least a beginning to nuclear disarmament, starting with missiles and aircraft, which are the atomic carriers, and over which mutual control is still practicable. Finally, there must be organized a basis of co-operation to transcend political rivalries in the development of needy peoples.

At all events, France believes that the future of peace — and on this hinges survival — depends essentially upon the whole of Europe and upon America, which cradled modern civilisation and are its main fountain-springs. France believes that the existence of opposing systems — presuming that the course of events does not narrow the gap — should not prevent peaceful co-existence, failing which nothing could, in the long run, save mankind. France hopes that, in going to the summit, she will have the direct support of vigorous Canada, so worthy and able, and which she holds so close to her heart.

Canada — U.S.S.R. Trade Agreement

On April 18, Mr. Gordon Churchill, Minister of Trade and Commerce, and Mr. N. S. Patolichev, Minister of Foreign Trade of the Union of Soviet Socialist Republics, signed in Moscow a Protocol renewing for three years the Trade Agreement between Canada and the U.S.S.R., as well as the understanding on the valuation of goods for duty. The purpose of this Agreement is to expand and diversify trade between the two countries.

The following is the text of a statement which Mr. Churchill made in the House of Commons on April 25 when he reported on the Agreement:

... I now table, for the information of the House, the text of the Protocol signed in Moscow on April 18, 1960, which renews for a three-year period the Trade Agreement between Canada and the Union of Soviet Socialist Republics of February 29, 1956, as well as the understanding set out in the letters which the two Parties exchanged at that time concerning the right of the Canadian Government to fix under the Canadian Customs Act values of goods for ordinary and special duty.

The Protocol also provides that each of the two governments will give sympathetic consideration to any representations which the other government may make concerning the implementation of the renewed Agreement and with regard to other matters which may affect their commercial relations. The Protocol is in force provisionally from the date of signature. It is to be ratified as soon as possible, and will enter into force definitively on the date of exchange of instruments of ratification, which is to take place in Ottawa. An early opportunity will be provided for a debate in Parliament, and a resolution of approval will be introduced to this end.

I also have pleasure in tabling copies of letters which I exchanged with the Soviet Minister of Foreign Trade, Mr. N. S. Patolichev, setting forth certain additional understandings concerning the development of trade between the two countries. . . .

As Honourable Members are aware, the negotiations for renewal of the Trade Agreement with the U.S.S.R. took considerable time. They were initiated before the 1956 Agreement lapsed on February 28, 1959, and the early discussions were not without difficulties. However, common ground was eventually found and the Agreement is being renewed on terms which I consider satisfactory from the Canadian point of view, particularly taking into account the changed trading circumstances since the earlier agreement was concluded.

The House is familiar with the provisions of the 1956 Agreement, which is now being extended. In brief, Canada and the U.S.S.R. exchange most-favoured nation treatment and, on a reciprocal basis, provide for non-discriminatory treatment of merchant ships in the seaports of the two countries. Either government

may, however, apply prohibition or restrictions of any kind directed to the protection of its essential security interests. Our strategic export controls are therefore not affected. The Protocol extending the Agreement broadens the basis on which representations can be addressed to either of the two Parties. Previously, the two governments had agreed to give sympathetic consideration to representations concerning the implementation of the Agreement. The scope for such representations has now been enlarged to include any other matters affecting commercial relations between the two countries. Should the necessity arise, this would permit Canada, for example, to take up with the Government of the U.S.S.R. any special problems which may be encountered in respect of the sale in world markets of Soviet products in which Canada has a substantial export interest.

The letter which I exchanged with Mr. Patolichev provides that, in each year of the renewed Agreement, the Soviet foreign trade organizations will purchase Canadian goods up to a total value of \$25 million Canadian, including not less than 200,000 metric tons of Canadian wheat, provided the total annual value of Canadian purchases from the U.S.S.R. is not less than \$12.5 million Canadian. Should the total value of Canadian purchases from the U.S.S.R. be less than \$12.5 million Canadian in any one year, the Soviet undertaking to purchase from Canada would be reduced and would be determined on a 2 to 1 basis; that is, the Soviet Union would purchase twice as much from Canada as Canada imported from the Soviet Union. Wheat will constitute not less than half the value of such annual Soviet purchases. It will be noted that no commitment to purchase Soviet goods has been made by the Canadian Government. As in the case of trade with other countries, the level of our purchases will be determined by the commercial decisions of Canadian importers. The House will appreciate that U.S.S.R. agreement to trade with Canada on a 2 to 1 basis represents a very substantial concession on their part, since the Soviet Union normally endeavours to balance trade with each of its trading partners.

In addition to establishing the Soviet commitment to purchase Canadian goods, the letter provides that the authorities of the two countries will meet at least once a year alternately in Ottawa and Moscow to consult concerning the implementation of the Agreement and any other matters affecting Soviet-Canadian trade relations. It is the hope of both parties that trade will flow reasonably regularly in each year of the Agreement. The annual consultations will provide the occasion for an exchange of views with respect to the operation of the Agreement. They should also prove of value in building up greater understanding between the two countries with respect to trade matters.

The letter also sets forth an understanding that, as a measure towards attaining the mutual objective of an expansion of trade, the two governments will facilitate visits for business purposes between the two countries. It is my hope that, within the framework of the renewed Agreement and in pursuance of the undertakings in the letter which has been exchanged, there will be a mutually advantageous growth in trade between the two countries. The actual growth in trade and the



SIGNING OF CANADA — U.S.S.R. TRADE PACT

Mr. Gordon Churchill, Canada's Minister of Trade and Commerce (seated left), and Mr. N. S. Patolichev, Minister of Foreign Trade of the U.S.S.R. (seated right), are shown attaching their signatures to the recently-concluded trade agreement between Canada and the Soviet Union. Back row (left to right): Mr. David M. Johnson, Canadian Ambassador to the U.S.S.R.; Mr. M. A. Crowe, Canadian Department of External Affairs; Mr. J. H. Warren, Assistant Deputy Minister of Trade and Commerce for Canada; Mr. S. A. Borisov, 1st Deputy Minister of Foreign Trade of the U.S.S.R.; Mr. A. I. Mikoyan, 1st Deputy Chairman, Council of Ministers of the U.S.S.R.

nature of the goods to be exchanged will depend mainly on the decisions of the businessmen and business organizations of the two countries. The Canadian market is highly competitive and it will be necessary for the Soviet export authorities to understand our requirements if they are to sell successfully in Canada. Similarly, it will be important for Canadian exporters to make known to the Soviet import organizations the products and goods which they are in a position to supply on competitive terms. In general, it will be necessary for there to be much closer contact between the traders of the two countries than has been the case in the past. To this end I have suggested, and the Soviet authorities have agreed, that a group of Soviet traders, representing both export and import interests, should visit Canada, and the Soviet authorities have indicated that they would welcome a comparable visit of Canadian businessmen to the Soviet Union. I hope that the necessary arrangements for these visits can be made during the current year. I have also invited the Soviet Minister of Trade, Mr. Patolichev, to come to Canada, and this invitation is being considered by the Soviet Government. I hope that he will find it convenient to come at the same time as the visit of Soviet trade representatives.

As a further measure to facilitate the growth of trade, Mr. W. J. Van Vliet has been appointed Commercial Counsellor at the Canadian Embassy in Moscow, where his main responsibility will be to assist in the promotion of our exports to the U.S.S.R.

The House will recall that, under the 1956 arrangement, the Soviet Union took an annual obligation to purchase a specified minimum quantity of wheat (400,000 tons). The new arrangement provides that at least half the value of the annual Soviet purchase commitment will be in the form of wheat. If Soviet purchases were to rise to the value of \$25 million, our sales would include at least 200,000 tons of wheat. Accordingly, while the Soviet Union will continue to purchase significant quantities of Canadian wheat, we may look towards more diversified sales to the U.S.S.R. Both sides are aiming to diversify as well as to expand trade. The House is aware that the Soviet Union has greatly enlarged its production of wheat and is a regular wheat exporter. In the circumstances, the amount of wheat which the Soviet Union has undertaken to purchase may be regarded as satisfactory. I should add that I raised with the Soviet Government the question of the approximately 200,000 tons of wheat still outstanding under the old Agreement. Provided trade develops in a satisfactory manner, in accordance with the Agreement and the letters exchanged in Moscow, I was assured by Mr. Patolichev that the Soviet Union would endeavour to make up this deficiency so that there would be no question of the Soviet Union not having fulfilled the earlier obligation. . . .

I believe that over and above the provisions of the Agreement and the exchange of letters, a basis has been established for closer and more fruitful co-operation between the two countries in the field of trade.

The texts follow of the Protocol and the letters exchanged by the signatories:

In connection with the expiration of the Canadian-Soviet Trade Agreement concluded in Ottawa on February 29, 1956, for a period of three years, the Government of Canada and the Government of the Union of Soviet Socialist Republics, desiring to expand and diversify further the trade between the two countries on the basis of mutual advantage, have agreed as follows:

- (1) With the exception of Article IX, the Trade Agreement between Canada and the Union of Soviet Socialist Republics of February 29, 1956, as well as the understanding set out in the letters which the two Parties exchanged on the same date regarding the establishment of values of goods for duty, are hereby extended for a period of three years from the date of signature of this Protocol.
- (2) Each of the two governments hereby affirms that it will give sympathetic consideration to any representations which the other government may make in respect to the implementation of this Protocol and of other matters affecting their commercial relations.
- (3) This Protocol shall be ratified by both contracting parties as soon as possible and shall enter into force provisionally on the date of its signature and definitively on the date of exchange of the instruments of ratification which shall take place in Ottawa. The Protocol shall remain in force for three years from the date of signature.

Done in Moscow this 18th day of April 1960, in duplicate, in the English and Russian languages, both equally authentic.

By authority of the Government
of Canada.
Gordon Churchill

By authority of the Government
of the Union of Soviet Socialist
Republics.
N. S. Patolichev

Moscow, April 18, 1960.

Mr. Minister:

I have the honour to confirm that in pursuance of the desire of the Government of Canada and the Government of the U.S.S.R. to expand and diversify trade between our two countries, as provided in the Protocol signed today extending the Canadian-Soviet Trade Agreement for a further three-year period, we have reached the following understandings:

- (1) The representatives of the competent authorities of the two countries will meet at least once a year, alternately in Ottawa and Moscow, to consult concerning the implementation of our respective undertakings and any other matters affecting Canadian-Soviet trade relations.
- (2) It is understood that as a measure towards attaining our mutual trade objectives the competent authorities of the Government of Canada and the Government of the U.S.S.R. will facilitate visits for business purposes between the two countries.
- (3) It is further understood that the Ministry of Foreign Trade of the U.S.S.R., in accordance with its customary procedures, will see to it that Soviet foreign trade organizations each year during the three-year period from this date purchase in Canada, under normal commercial conditions, Canadian goods of their choice and which may be exported by Canada to a total value of 25 million Canadian dollars, including not less than 200,000 tons of Canadian wheat, provided the total annual value of Canadian purchases from the U.S.S.R. is not less than 12.5 million Canadian dollars. Should the total value of Canadian purchases from the U.S.S.R. be less than 12.5 million Canadian dollars in any one year, the relationship between the value of such Canadian purchases and the value of those of the Soviet Union shall be in the ratio of 1 to 2; wheat will constitute not less than half of the value of the annual Soviet purchases.

The markets of Canada and the U.S.S.R. are large and expanding. It is the hope of both governments that there will be a mutually advantageous growth in the exchange of goods between Canada and the U.S.S.R. over and above that provided for in Point 3 above, within the general terms of the Canadian-Soviet Trade Agreement.

Accept, Mr. Minister, the assurances of my highest consideration.

Gordon Churchill.

Mr. N. S. Patolichev,
Minister of Foreign Trade of the U.S.S.R.,
MOSCOW.

Moscow, April 18, 1960.

Mr. Minister:

I have the honour to confirm that in pursuance of the desire of the Government of the U.S.S.R. and the Government of Canada to expand and diversify trade between our two countries, as provided in the Protocol signed today extending the Soviet-Canadian Trade Agreement for a further three-year period, we have reached the following understandings:

- (1) The representatives of the competent authorities of the two countries will meet at least once a year, alternately in Ottawa and Moscow, to consult concerning the implementation of our respective undertakings and any other matters affecting Soviet-Canadian trade relations.
- (2) It is understood that as a measure towards attaining our mutual trade objectives the competent authorities of the Government of the U.S.S.R. and the Government of Canada will facilitate visits for business purposes between the two countries.
- (3) It is further understood that the Ministry of Foreign Trade of the U.S.S.R., in accordance with its customary procedures, will see to it that Soviet foreign trade organizations each year during the three-year period from this date purchase in Canada, under normal commercial conditions, Canadian goods of their choice and which may be exported by Canada to a total value of 25 million Canadian dollars, including not less than 200,000 tons of Canadian wheat, provided the total annual value of Canadian purchases from the U.S.S.R. is not less than 12.5 million Canadian dollars. Should the total value of Canadian purchases from the U.S.S.R. be less than 12.5 million Canadian dollars in any one year, the relationship between the value of such Canadian purchases and the value of those of the Soviet Union shall be in the ratio of 1 to 2; wheat will constitute not less than half of the value of the annual Soviet purchases.

The markets of Canada and the U.S.S.R. are large and expanding. It is the hope of both governments that there will be a mutually advantageous growth in the exchange of goods between the U.S.S.R. and Canada over and above that provided for in Point 3 above, within the general terms of the Soviet-Canadian Trade Agreement.

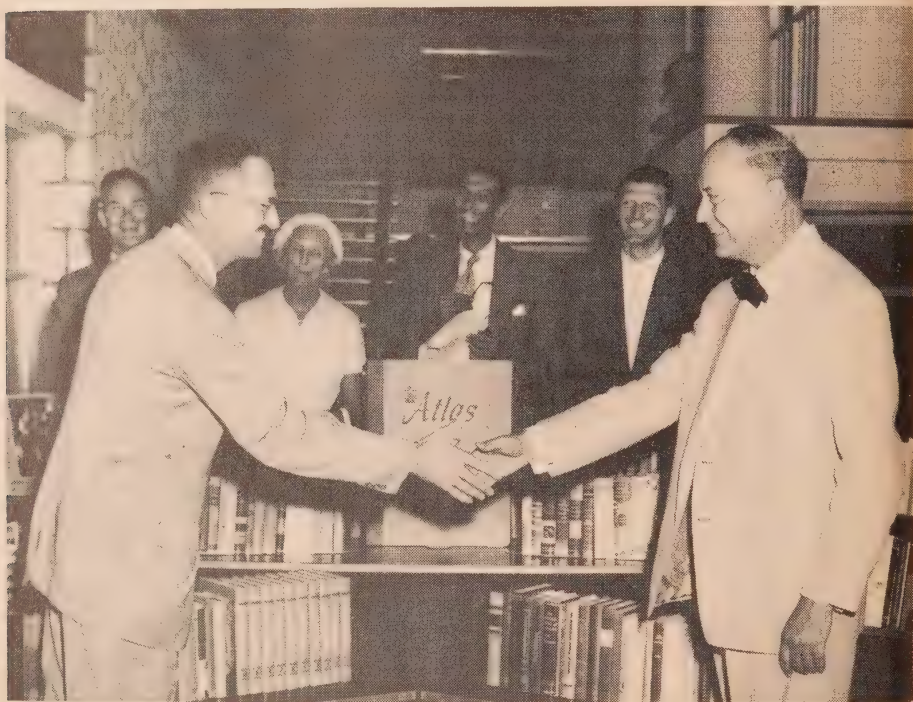
Accept, Mr. Minister, the assurances of my highest consideration.

N. S. Patolichev.

The Honourable Gordon Churchill,
Minister of Trade and Commerce of Canada,
Moscow.

Canadian Books Presented Abroad

THE DEPARTMENT of External Affairs has since 1950, as part of its information activities, made regular presentations abroad of books about Canada. The object of this programme has been to increase the knowledge and understanding of Canada and Canadian affairs abroad and to promote Canada's cultural ties with other countries. The collections of *Canadiana* presented include books on many aspects of Canadian life and affairs — history, geography, politics and government, economy, external relations, social and religious life, education, and arts and letters. The list of titles is revised annually with the assistance of the National Library and other agencies.



As part of the Department of External Affairs' programme for the presentation abroad of books on Canada, the Commissioner for Canada to The West Indies, Mr. R. Guy C. Smith, recently presented a collection of some 200 volumes to the Library of the University College of The West Indies at Kingston, Jamaica. In this photograph, the vice-principal of the University College, Mr. P. M. Sherlock, (right), is seen thanking Mr. Smith for the gift. Background (left to right): Mr. H. E. Campbell, Canadian Government Trade Commissioner for Jamaica; Mrs. R. Guy C. Smith; Mr. W. E. Gocking, librarian of the University College of The West Indies; and Mr. Clayton G. Bullis, Assistant Canadian Government Trade Commissioner. Among the works the Library received was a copy of the new official Atlas of Canada, which can be seen prominently displayed in the foreground of the photograph display.

In recent years the book presentation programme has been aimed principally at assisting libraries of universities abroad to develop *Canadiana* collections. The programme gives special attention to universities of the Commonwealth countries in Asia, Africa and the Caribbean, and also to other universities in these areas, the Middle East and Latin America. Last year, for example, collections of Canadian books were presented to the University Colleges of The West Indies and of Ghana and to the University of Chile. This year presentations will be made to several other centres of learning, including the University of Malaya at Kuala Lumpur, Malaya, the Indian School of International Studies in New Delhi, the Universities of Cairo and Damascus, United Arab Republic, and the University of Mexico. In addition to these major presentations to universities, smaller collections of books will be presented to a number of other institutions abroad.

It is hoped that, over a period of time, collections of basic books on Canada can be presented to one leading university in each of the countries where Canada is represented. It is hoped that such gifts will encourage these universities to become reference centres on Canada, and, when possible, centres for Canadian studies. Presentations of books have already prompted a number of universities abroad to establish or to make plans for establishing courses of study on such subjects as Canadian government, economic development and literature.

In addition to presenting books under the Department of External Affairs' own programme, Canadian posts abroad also make presentation to a variety of institutions on behalf of the Canada Council. The Council from time to time assists the publication of Canadian books in the fields of the arts, humanities and social sciences, by making block purchases of copies for presentation abroad.

Many libraries abroad also regularly receive Canadian Government publications free of charge under a "selective depository library scheme". Under this arrangement, the Queen's Printer sends on request a free copy of each current Canadian Government publication to some 115 libraries abroad, which, on the recommendation of the Department of External Affairs, have been designated as depositories of Canadian Government publications.

A Commonwealth Round-the-World Cable

SINCE 1948, when the Commonwealth Telegraphs Agreement was signed by the Governments of the United Kingdom, Canada, Australia, New Zealand, South Africa, India and Southern Rhodesia, there has been increasing co-operation among Commonwealth governments in the field of telecommunication services. Under the provisions of this Agreement each partner government was committed to acquiring the external telecommunications assets operating within its territory that embraced the then-existing old-style cables and radio circuits, with a view to "promoting and co-ordinating the efficiency and development of the telecommunication services of the British Commonwealth". For this purpose the Canadian Overseas Telecommunications Corporation (COTC) was established in 1949 by Act of Parliament. In 1950 the COTC acquired the telecommunication assets in Canada of Cable and Wireless Limited and of the Canadian Company Limited.

In 1953 COTC was authorized to enter into an agreement with the Postmaster General of the United Kingdom and the Eastern Telephone and Telegraph Company to construct, maintain and operate a coaxial, repeatered telephone-cable between the United Kingdom and Canada and the United States. The agreement was signed in November 1953, and the cable commonly known as TAT-1, with a capacity of 36 voice circuits, was placed in commission on September 25, 1956. Six and a half voice circuits were owned by the COTC-BPO for the handling of traffic between Canada and the United Kingdom. Six of these circuits were used for voice communication and the half circuit was converted to 11 telegraph circuits. By the use of special terminal equipment the circuit capacity was doubled in December 1957 to 12 voice and 22 telegraph or teletype circuits.

A Commonwealth Telecommunications Conference was held in London in May and June 1958 at which the principle of constructing a Commonwealth round-the-world cable network was suggested. Such a system would, it was estimated, require about 24,000 nautical miles of cable, would take about ten years to complete and would cost about \$275 million. The first section would consist of TAT-1 (referred to above) and a second trans-Atlantic cable, CANTAT. This cable is now under construction and will be commissioned in 1961.

Canadian support for the round-the-world network was given at the Mont Tremblant meeting of Commonwealth finance ministers in September 1957, by the Minister of Finance, Mr. Fleming, who again strongly supported the plan before the Commonwealth Trade and Economic Conference in Montreal in September 1958.

At the invitation of the Australian Government a further conference was held in Sydney, Australia, in September and October 1959, at which representatives of the United Kingdom, Australia, New Zealand and Canada discussed the

second phase of the plan, the laying of the trans-Pacific section between Vancouver, B.C., and Sydney, Australia, *via* Auckland, New Zealand, Fiji and Fanning Island. The cable will provide 80 voice channels, some of which will be engineered to be broken down into telegraph and telex circuits. The Pacific cable will cost about \$75 million, of which Canada's share will be about \$25 million. Canada will own the portion of the cable from Vancouver to a point about 2,700 miles distant. The section from that point to Sydney will be owned jointly by Australia, New Zealand and the United Kingdom. It is hoped that the trans-Pacific cable will be finished early in 1964.

Mr. George Hees, Minister of Transport, announced Cabinet approval of Canadian participation in the Pacific cable project, subject to further satisfactory arrangements being negotiated, in the House of Commons at Ottawa on February 3, 1960. The other three governments concerned have also signified their approval.

When completed, the global system will include the two trans-Atlantic cables referred to earlier, the Pacific cable to New Zealand and Australia, and cables from Australia to the United Kingdom *via* principal Commonwealth territories in the Indian Ocean and in the Africa. As Mr. Hees told the House of Commons, the plan will give the world a system of communications unmatched for quality, speed, accuracy, security and flexibility in providing diversity of services.

*United Nations Library**

GIFT OF THE FORD FOUNDATION

AT THE fourteenth session of the United Nations General Assembly, the Secretary-General announced receipt of a gift of \$6.2 million from the Ford Foundation for the construction of a new building to house the United Nations Library. This gift meets a pressing need. It will permit modernization and expansion of facilities essential to United Nations work in a building both functional and beautiful.

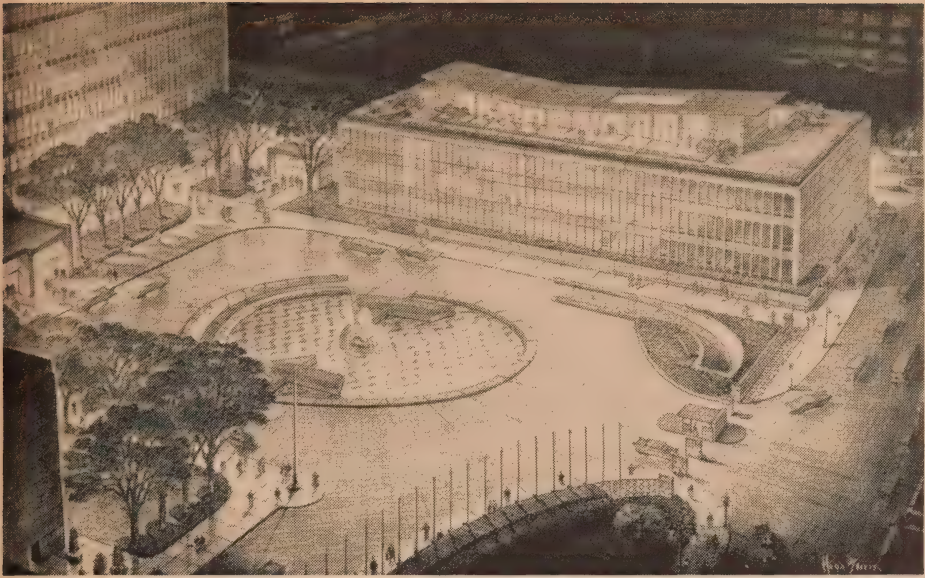
The United Nations Library has long played a constructive role in the United Nations effort to promote international peace and understanding and other major objectives of the UN Charter. To members of national delegations and officials of the permanent Secretariat it provides the factual basis they need for the discussion and resolution of the many complicated issues that come before various United Nations organs. In addition it has attracted an increasing number of scholars and writers from the academic world, non-governmental organizations and the world of journalism, business and industry.

The Library's usefulness and the increasing recognition it has received have, to a significant degree, been the result of the effort to create a highly specialized collection of books, documents and other publications. The aim has been to avoid competition with general libraries and to concentrate on the speedy acquisition and indexing of all available useful material relevant to the specialized subjects that concern the United Nations and its specialized agencies. As a result the Library now holds a special position among research libraries of the world.

The collection is still relatively small — about 200,000 volumes composed principally of books, periodicals and governmental and non-governmental documents of legal, political, economic and social interest. However, despite its limited size, the Library's holdings in such areas as political questions, worldwide economic and social development, and international law and social legislation are impressive. They are particularly outstanding for their comprehensive, multinational, multilingual character and for their usefulness as working materials. The collections of the documents and publications of the United Nations itself, the Specialized Agencies, the League of Nations and other international organizations are the most nearly complete and the best organized in the world.

Use of the Library has grown rapidly in recent years. Increasing membership of the United Nations, the greater scope of political questions, requirements of technical assistance, research into new problems of atomic energy and the exploration of outer space, and growing public interest have been contributing

*By Richard C. Monk, Department of Finance, Adviser to the Canadian Delegation to the fourteenth session of the United Nations General Assembly.



Artist's conception of the new United Nations Library.

factors. Under the pressure of increased demand for services by delegations, the Secretariat, representatives of non-governmental organizations and the Specialized Agencies, as well as by journalists and scholars in various fields, the Library's staff and physical "plant" have been severely strained. This trend will undoubtedly continue. It is this current and anticipated demand that has made the expansion of present facilities a matter of some urgency.

The building in which the Library is at present housed was designed as an office building. It was the only space available when the new Headquarters were occupied in 1950 and has never been entirely satisfactory. Since it could not be effectively altered to service growing demands, many makeshift arrangements had to be made for distribution of the collections. Furthermore, it was architecturally out of harmony with the other buildings in the Headquarters complex.

Soon after the present quarters were occupied, the Secretariat started to plan for a new building and sought funds to make its construction possible. Between 1952 and June 1959, a succession of consultations took place with officials of the Ford Foundation. At first the Foundation declined to approve a request for funds, on the grounds that the financial responsibility for a library building rested with member states and that, in addition, a grant would run contrary to the normal policy of the Foundation not to invest in buildings. However, the Foundation finally waived these considerations in recognition of the importance of the Library in helping to achieve the purposes of the Charter.

It is expected that the new building will be designed by the architectural firm of Harrison and Abramovitz, the principal architects for the present United Nations buildings. The architects will formulate their plans and establish cost estimates in consultation with four distinguished librarians.

Preliminary sketches indicate that the building's exterior will be beautifully designed and in conformity with the other structures that comprise the United Nations compound. There will be six stories, in addition to a penthouse, three above ground and three below, measuring approximately 90 feet by 220 feet, with a net floor area sufficient to house 400,000 volumes and 285 readers, together with the necessary staff to serve them and carry out greatly expanded indexing and other bibliographical services. It has been estimated that 400,000 volumes (twice the present number) is about the optimum size for the type of special collection of current materials envisaged. Once this level has been reached it is planned to maintain it by constantly weeding out material that has become out of date.

The Ford Foundation has asked that the building be of the highest quality, designed, furnished and equipped in accordance with the most modern library standards. The building contemplated should fulfil these wishes. It will be of modular construction, designed for utmost flexibility in the use of space and for economical operation and ease of access. Its reading rooms, study rooms, carrels, entrances and lobbies will be as functionally efficient and as comfortable and attractive as expert planning can devise.

The present building will be razed to provide a site for the new one. In the period between evacuation of the present building and completion of the new structure, the Library and its staff will be accommodated in the Secretariat building.

Announcement of the Ford Foundation's gift was greeted warmly at the fourteenth session of the Assembly as an act of outstanding munificence. The Canadian representative praised the Foundation for acting with generosity and understanding and said its gift was one for which the United Nations would always be grateful. A large number of other representatives paid similar tributes. Member states also recorded their appreciation in a resolution co-sponsored by Canada and 44 other countries and adopted unanimously. After formally accepting the Ford Foundation's offer, the resolution extended "its highest appreciation for the gift and the spirit which had prompted it" and decided that a memorial stone inscribed "Gift of the Ford Foundation" should be placed at the Library's main entrance "as an expression of the gratitude and appreciation of the member states".

Canadian Relief for Morocco

ON FEBRUARY 29 an urgent appeal was broadcast by Morocco for international assistance in the wake of violent earthquakes which had rocked the coastal city of Agadir. News reports flashed round the world that the tremors had claimed thousands of lives and had rendered at least half of the population of 40,000 homeless; the city was virtually destroyed overnight. Within a few hours, the League of Red Cross Societies had responded to this urgent appeal — the second in a few months from Morocco — and had begun its operations to elicit and co-ordinate contributions from various member countries which could provide assistance.

The Canadian Red Cross was naturally approached and it, in turn, sought the concurrence of the Department of External Affairs in the expenditure of \$20,000 from the International Relief Fund to provide assistance to the victims of the disaster. Within four days an RCAF plane, which was made available at short notice by the Department of National Defence, was flying to Morocco with medical supplies and a Canadian medical team, comprising a doctor and six nurses, to work at the scene of the disaster. The Moroccan appeal and the response to it serve to emphasize the usefulness of the International Relief Fund in alleviating suffering abroad.

The history of the co-operative relation between the Canadian Red Cross and the Government in international relief activity goes back to the winter of 1953, the year of the distasteful floods in Great Britain, Belgium and the Netherlands. The Canadian people reacted quickly to the hardships endured by the countries of Western Europe and within a few days an organization, headed by Governor-General Vincent Massey, was created for the purpose of soliciting funds for relief. The response was magnificent. From all over the country came contributions from private individuals totalling more than \$1,782,000.

Provincial governments supplemented these private donations with substantial grants that brought the total to more than \$2,100,000. The Prime Minister, who had given an impetus to the creation of the fund, asked Parliament for, and received, a vote of \$1 million. The Canadian National European Flood Relief Fund contained more than \$3 million from the three sources, and this sum proved to be more than sufficient for the task involved. Administration of the fund was vested by Mr. Massey's committee in the Canadian Red Cross, which was experienced in aid work of this kind. Goods purchased with the Fund's resources were quickly dispatched through the co-operation of the Royal Canadian Air Force, commercial airlines and steamship companies, and were gratefully received in Europe.

Naturally enough, in the urgent moments of the flood crisis, every possible eventuality in the operation of the Fund could not be foreseen, and when the

flood problem had been dealt with, there arose the question of how the money remaining, over half a million dollars, could be spent. Because Parliament had voted money for a specific purpose, i.e. European relief, it would have been contrary to the intentions of Parliament to spend the money in other areas or for other purposes, however commendable the latter might have been.

The solution to the problem was found in the creation of the International Relief Fund in the spring of 1956, when the Government asked Parliament to permit the residue of its contribution to the original Fund be expanded by the Red Cross for purposes of international relief, or for other purposes authorized by the Governor-in-Council. Subsequently the provinces and major donors also agreed to the change. The Government indicated that the Department of External Affairs and the Canadian Red Cross Society should consult with one another on particular proposals for the use of these funds in international relief. With Red Cross headquarters in Toronto in direct teletype communication with the Department of External Affairs in Ottawa, there can be almost instantaneous communication when news of a disaster is received. This also permits rapid transmission to the Red Cross of the information received from Canadian missions abroad.

Since 1956 the Fund has been in constant use, having been required in approximately thirty cases and, as a result, the amount in the Fund has been reduced from \$500,000 to \$250,000 at present. The arrangement, taking ad-



CANADIAN RED CROSS IN MOROCCO

Four Canadian Red Cross physiotherapists give a demonstration of the equipment used to bring back strength to the paralyzed arms and legs of Moroccan victims of adulterated cooking oil. Left to right, Miss Lois Shearley, Miss Cécile Quirion, Miss Andrée Forget and Miss Marguerite Joncas, all of Montreal.

vantage of the specialized knowledge of the Red Cross and its close liaison with other similar groups abroad, has been successful in channelling Canadian emergency or disaster aid in an efficient and direct way. Aid donated to foreign countries in this way is cited as "a gift from the Canadian people through the Canadian Red Cross Society".

The number of countries assisted and types of aid provided have been considerable. Money, personnel and supplies have been sent to every part of the world—for example, to Greece, India, Lebanon and Uruguay. The recent operations in Morocco are typical of the action taken by the Red Cross using the resources of the International Relief Fund. Late in October, ten thousand Moroccans were stricken with paralysis following the consumption of adulterated cooking oils. The victims required doctors specializing in physical medicine and physiotherapists from abroad to assist in their rehabilitation, as no such specialized professional personnel was available in that country. The international response from fourteen countries brought the services of many doctors, nurses and physiotherapists, including three doctors and seven physiotherapists from Canada. In addition to a grant of \$20,000 from the International Relief Fund towards the financing of the project, the Canadian Medical Association, the Canadian Junior Red Cross, the RCAF and the Rehabilitation Institute of Montreal contributed to the operation. Now, four months later, the situation is well in hand and the outlook for the future is better than could have been expected. It was a tribute to Canada that Dr. Gustave Gingras of Montreal and his successor, Dr. Max Desmarais of Winnipeg, were chosen as the senior Red Cross delegates in the operation of this, the largest peace-time medical rehabilitation operation.

The Agadir catastrophe came while this operation was being carried out. By a temporary transfer of some personnel already in Morocco, the League of Red Cross Societies was able to mobilize its forces quickly to provide emergency relief until further aid could be secured from abroad. As mentioned earlier in this article, Canada again contributed personnel and equipment to the co-ordinated relief operation; total funds provided from the International Relief Fund for Morocco during the past six months were \$40,000.

It has been extremely valuable to have had the International Relief Fund available to the Canadian Red Cross in order to employ Canadian resources and willingness effectively in response to requests for emergency relief. The efficient operation of the Fund has contributed greatly to the reputation of Canada abroad as a nation responsive to the needs and misfortunes of nations struck by natural catastrophe.

Air Training Agreements with Norway and Denmark

ALTHOUGH its NATO Air Training Programme concluded in 1958, Canada has continued to provide a limited amount of training for Norwegian and Danish aircrew students. This was prompted by a desire on the part of the Canadian Government to help meet the needs of some NATO countries that needed further assistance in making the transition to a suitable national training scheme. The Governments of Norway and Denmark having indicated a need for such assistance, agreements were reached on April 17, 1957, with both countries for the continuation, for a reasonable time, of limited Canadian training facilities for Norwegian and Danish aircrew students.

The 1957 agreements provided that, at some mutually convenient time during their third year, discussions would take place on a bilateral basis on the need or otherwise of extending them for a further period. Following discussions with the Danish and Norwegian authorities, the Canadian Government expressed its willingness to extend the agreements for a further four-year period beginning July 1, 1960, under the original terms and conditions. A formal exchange of notes to renew the 1957 agreement took place in Copenhagen on March 25, 1960, between the Canadian Ambassador in Denmark, Mr. J. B. C. Watkins, and the Danish Foreign Minister, Mr. A. Krag. A similar exchange took place in Oslo on April 6, 1960, between the Canadian Ambassador in Norway, Dr. R. A. MacKay, and the Norwegian Foreign Minister, Mr. H. Lange.

As a result, training to "wings" standard will be provided annually to thirty student pilots and three student navigators from Norway and to forty-five student pilots from Denmark. These figures represent a slight reduction in the number of students from these two countries who were trained annually under the 1957 agreements. A token charge of \$5,000 for each student-pilot entrant and of \$2,000 for each student-navigator entrant will continue to be made by Canada. The balance of the costs will be defrayed, as before, by Canada, as part of its NATO Mutual Aid Programme.

The renewal of the aircrew training agreements with Norway and Denmark is a further tangible evidence of the importance attached by the Canadian Government to close co-operation with its NATO partners in constructive measures to maintain and improve the defensive strength of the alliance.

External Affairs in Parliament

Colombo Plan Aid to Pakistan

The following statement was made to the House of Commons on April 27 by the Secretary of State for External Affairs, Mr. Howard Green:

... The House will be interested to know that under the 1959-60 Colombo Plan Capital Aid Programme, Canada has agreed to make available to Pakistan \$15 million, which will be used to provide Canadian commodities and equipment requested by the Pakistan Government, to help it carry forward its economic development plan. This \$15 million will be used for the following purposes:

\$3,730,000 for the provision of industrial metals, including tinplate, aluminum, steel and sheet metal, which are required to maintain a satisfactory level of industrial activity and employment in Pakistan's metal-working industries;

\$3,650,000 for the provision of wheat to meet food shortages;

\$3,010,000 for the provision of fertilizers, which will be used to help Pakistan meet one of its most urgent problems, the increased production of food;

\$60,000 to be used to carry out economic and engineering studies on a number of new capital projects which Pakistan has requested Canada to consider;

\$4,550,000 will be set aside for allocation to new projects which are under consideration at the present time.

In addition to these capital-aid allocations Canada is continuing its programme of technical co-operation in Pakistan as part of its over-all Colombo Plan programme for South and South-east Asia.

Succor for Iran Disaster Victims

On April 28, Mr. Nesbitt gave the House of Commons the following report on help provided to the earthquake victims in Iran by the Canadian Red Cross:

Following the statement made by the Secretary of State for External Affairs on April 26 concerning the recent earthquake in Iran, Hon. Members will wish to know that on the recommendation of the Canadian Red Cross Society, a grant of \$100,000 has been made from the International Relief Fund to assist the unfortunate victims of the disaster. These funds are being sent by the Canadian Red Cross Society to the League of Red Cross Societies in Geneva for the purchase of urgently required medicines and emergency supplies.

We are keeping in close touch with the situation in Iran through the Canadian representative in Tehran and with the Canadian Red Cross Society in case further assistance of this kind may prove appropriate.

Economic Assistance for Africa

Mr. Green's interim account on May 10 of discussions among the Commonwealth Prime Ministers assembled at London of an expanded programme of economic aid to the newly-established countries of Africa was as follows:

I am sure all Members of the House will be pleased that at the Commonwealth Prime Ministers' Conference in London consideration is being given to the possibility of increasing

the present level of economic assistance provided by Commonwealth countries to Africa. Hon. Members will appreciate that, since consideration of the proposal made by our own Prime Minister in London has not yet been completed, it would not be appropriate for me to give any detailed account at the present time.

I can say, however, that this Government has been concerned for some time about the desirability of the Commonwealth countries providing the new and emerging nations of Africa with additional economic assistance. What is contemplated is economic aid over and above what Commonwealth countries now contribute to Africa. As we all know, Canada at the present has a programme of technical assistance to Commonwealth countries in Africa amounting to about \$500,000 each year. In addition, of course, the African members of the Commonwealth share in the Commonwealth Scholarship and Fellowship Plan whereby young people from the various African universities come to universities in Canada and the other nations of the Commonwealth, and possibly Canadian students go to some of the universities in these African countries.

We believe that the initiative in taking further steps to help the nations of the African continent is a very important one, particularly because of the economic and political future of that continent. At the present time I think Africa is the most important continent in the world from the point of view of potential development and potential changes, and with the new nations emerging from time to time it is vitally important so far as the Commonwealth is concerned. Nigeria, for example, will become independent on October 1, and I believe that the Prime Ministers' Conference now meeting in London has agreed that Nigeria will be accepted as a full member of the Commonwealth. This is certainly a continent to watch and a continent to which all possible assistance should be given.

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. V. G. Turner posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London April 1, 1960.
- Mr. R. G. Cavell, High Commissioner for Canada in Colombo, proceeded on retirement leave. Left Colombo April 2, 1960.
- Mr. J. W. Holmes resigned from the public service effective April 6, 1960.
- Mr. D. L. Dolan, Canadian Consul General at Los Angeles, proceeded on retirement leave. Left Los Angeles April 8, 1960.
- Mr. L. V. J. Roy appointed Canadian Permanent Delegate to UNESCO, Paris. Left Ottawa April 13, 1960.
- Mr. T. le M. Carter appointed Canadian Commissioner in Lagos. Left Ottawa April 20, 1960.
- Mr. C. J. Woodsworth appointed Canadian Commissioner, International Supervisory Commission for Vietnam, Saigon. Left New York April 23, 1960.
- Mr. J. D. Hughes posted from Ottawa to the Canadian Embassy, Mexico. Left Ottawa April 23, 1960.
- Mr. E. S. Tate posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa April 25, 1960.
- Mr. J. P. Erichsen-Brown, Canadian Commissioner, International Supervisory Commission for Vietnam, Saigon, posted to the Canadian Consulate General, New York. Left Indochina April 27, 1960.
- Mrs. E. L. Beattie resigned from the Department of External Affairs effective April 27, 1960.

TREATY INFORMATION

Current Action

Multilateral

North American Regional Broadcasting Agreement.

Signed at Washington November 15, 1950.

Canada's Instrument of Ratification deposited April 9, 1957.

Entered into force April 19, 1960.

Bilateral

Norway

Exchange of Notes between Canada and Norway renewing for a period of four years the Aircrew

Training Agreement between the two countries.

Oslo April 6, 1960.

Entered into force April 6, 1960.

Exchange of Notes between Canada and Norway concerning the supply of Canadian wheat flour for wartime emergency stock-piling in Norway.

Ottawa April 25, 1960.

Entered into force April 25, 1960.

Union of Soviet Socialist Republics

Protocol to renew the Trade Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics signed at Ottawa February 29, 1956.

Signed at Moscow April 18, 1960.

Entered into force provisionally April 18, 1960.

United States of America

Exchange of Notes between Canada and the United States of America concerning the final disposition of the CANOL facilities.

Washington March 31, 1960.

Entered into force March 31, 1960.

EXTERNAL AFFAIRS

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Meeting of Prime Ministers of the Commonwealth

THE Prime Ministers of the Commonwealth held their tenth meeting since the Second World War in London from May 3 to 13. In attendance were President Ayub Khan of Pakistan, Prime Ministers Macmillan of the United Kingdom, Diefenbaker of Canada, Menzies of Australia, Nash of New Zealand, Nehru of India, Nkrumah of Ghana, and Tunku Abdul Rahman of Malaya, Mr. Louw, the Minister for External Affairs of the Union of South Africa, and Senator Cooray, the Minister of Justice of Ceylon. Following past practice, the Prime Minister of the Federation of Rhodesia and Nyasaland, Sir Roy Welensky, also attended, although his country is not yet completely sovereign. This was the first Prime Ministers' meeting attended by a representative of the Federation of Malaya, which country became independent and a Commonwealth member in 1957 shortly after the last Prime Ministers' meeting.

Prime Minister Diefenbaker was accompanied to the Conference by Mr. George Drew, High Commissioner for Canada in the United Kingdom, and by government officials.

As usual, there was no formal agenda at the meeting, and the sessions were held in secret. This meeting was of even more than usual importance. It was held on the eve of a summit conference. It followed and was deeply concerned with racial disturbances in South Africa, which had been the subject of discussion in parliaments throughout the Commonwealth. It was obliged to consider difficult questions regarding the future size and form of the Commonwealth in a period when several dependent territories are rapidly achieving complete independence.

The texts follow of Mr. Diefenbaker's report on the Prime Ministers' Conference to the House of Commons on May 16 and of the communiqué issued at the end of the Conference:

Statement to House of Commons

... May I begin by referring to the communiqués which were issued. They have been analysed at length, and I propose to ask the leave of the House, in accordance with past experience in this regard, to have the first communiqué of May 3 and the final communiqué at the termination of the Conference printed as an appendix to *Hansard*.

However, even in following this course it is necessary for me to elaborate to some extent upon the main trends and, as I see them, the achievements of the meeting. I came back from the London Conference feeling that, bearing in

mind the difficult circumstances arising from the situation in South Africa, the Conference was generally useful and successful.

Many observers have, of course, pointed out that the proceedings of the meetings did not result in any perceptible change in the attitude of the South African Government. It was not to be expected, however, that magic improvements could take place in a situation of such tension and complexity. I believe that those who in future will examine and judge this period in Commonwealth history will decide that this meeting did not fail to respond to the stern test to which it was put.

I would be the last to say that everything was achieved that I would have desired. I do not contend that, in so far as the communiqué is concerned, it can convey the full nature and substance of the deliberations that took place. On occasions in the past I have heard my predecessors, Right Hon. Mackenzie King and Right Hon. Louis St. Laurent, report on conferences they had attended. In every case it was made perfectly clear that while no decisions were made or can be made in these informal circumstances, there is a oneness of mind that comes about through the exchange of ideas.

No Evasion

There was no disposition on the part of any of the representatives to evade this issue, and there was no lack of frankness in private and informal discussions. I underline the fact that . . . only in unanimity can there be a final communiqué issued. Everything that is included therein represents the agreement of all. To bring together the representatives of one quarter of the world's population, belonging to many races and being of many colours, I think it is quite an unusual result that several conclusions were arrived at unanimously which cannot but result in the possibility of change along the lines generally desired.

Despite the profound differences which prevailed and persisted throughout, it was possible for a communiqué to be issued. This was difficult with two inherently conflicting elements to be reconciled. First, it had become essential that a way be found for Commonwealth governments to make clear their intentions on this central question of racial relations. Second, it was desirable that this should be done without violation of the traditional practice of these meetings that the internal affairs of member countries are not the subject of formal discussion. I believe now more certainly than I did when I spoke here on April 27 that any departure from this last principle would mean the end of the Commonwealth as we know it; because if we ever arrive at the point where we will discuss the internal affairs of other countries and determine the course by a majority, then there will be problems that will arise and it could only mean that several countries in the Commonwealth could not accept the decisions of the majority. I need not go into particulars in that regard; I think a number would come to mind immediately, including the question of migration.

Personally, as the House knows, I was of those who thought it worth while to try to achieve the first objective of enabling the views of Prime Ministers to

be expressed without sacrificing the principle of non-interference, which is one of the elements of the Commonwealth association. I took the view that notwithstanding the depth of feeling on this racial issue—my views throughout the years and now are a matter of record—I believed it would be wrong and damaging to the spirit and fabric of the Commonwealth partnership if a majority of the Commonwealth governments, finding themselves allied in condemnation of one or more of their number, were to constitute themselves as a court of judgment. I saw, as I said a moment ago, in that trend an end of the association as we know it. The seed of mutual recrimination would threaten the partnership whose essence has always been tolerance, restraint and free co-operation.

... Strong feelings were held in the informal meetings. Men like the President of Pakistan, the Prime Ministers of India, of Malaya and of Ghana, accepted this view as essential to the preservation and maintenance of our relationship. There was unanimous acceptance of the principle that internal affairs of free states are not to be the subject of formal discussion, and that any action in that regard would damage the strength and ultimately the preservation of the institution itself.

I cannot reveal . . . in the tradition of those meetings, the substance of the talks. They were at times bilateral, at times in small groups, and at other times all the representatives took part in an informal and private exchange of views. For my part, I had two lengthy and private personal conversations with Mr. Louw; I participated in other informal discussions. I left Mr. Louw in no doubt that in Canada there is no sympathy for policies of racial discrimination, on whatever grounds they may be explained, and that such policies are basically incompatible with the multiracial nature of the Commonwealth association. I made it clear to him that the policy of South Africa was a denial of the principle that human dignity and the worth of the individual, whatever his race and colour, must be respected, and that there could be no doubt as to our views in that connection. Indeed, those views are being generally expressed now.

A few weeks ago there were those who felt that what we required was condemnation by various parliaments. I think the events during the days of the Conference were an answer to that contention. Our views, the views of all of us in other parts of the Commonwealth, or most of the people in other parts of the Commonwealth, were set out only a few days ago by the Archbishop of Canterbury when he said:

But the tragedy is that so far they (South Africa) have seemed to pay little or no regard to the burdens they are imposing on the hearts and consciences and political principles of those who are their brethren in the Commonwealth, in culture, in Christian faith and in common humanity.

Only in the last 24 hours I have received from the Primate of the Anglican Church of Canada the declaration of that Church, which represents the views expressed at the 1958 Lambeth Conference:

The Conference affirms its belief in the natural dignity and value of every man of whatever colour or race as created in the image of God. In the light of this belief the Con-

ference affirms that neither race nor colour is in itself a barrier to any aspect of that life in family and community for which God created all men. It therefore condemns discrimination of any kind on the grounds of race or colour alone.

I would be less than frank if I did not say that I cannot report that there was any indication in Mr. Louw's attitude, representing his Government, that he was moved by the arguments or concerned about the force of international opinion. However, he learned the viewpoint, he recognized that of all those present there no one, in the informal meetings or elsewhere, could give support to racial discrimination in a multiracial Commonwealth.

Candid Talks

It is clear that the issue of racial conflict will continue to pose a fundamental problem for Commonwealth countries and, indeed, for the world community. My hope is that by this meeting we have assisted in the process of change. The matter was not on the agenda but it was discussed with clarity and frankness; and above all, by those from whom you would have expected the expression of violent opinions, with a dignity, a restraint and a recognition of the tremendous issues at stake that must give heart to all of us as to the meaning of the Commonwealth as such.

International concern has been demonstrated in the United Nations. In the last few days the Secretary-General, Mr. Hammarskjöld, has been holding talks in London with Mr. Louw. Whatever the results may be, I am sure they will be aided in their talks by what took place at the Conference. I hope the people of South Africa can work their way out of the dreadful impasse to which they have been brought. I hope their isolation on the continent of Africa will give them thought and a realization of the situation. It was a great South African, Field Marshal Smuts as he subsequently was, who as long ago as December 1918, reminded us of this fact:

There is no doubt that mankind is once more on the move. The very foundations have been shaken and loosened and things are again fluid. The tents have been struck and the great caravan of humanity is once more on the march.

He was pointing to the need of new institutions, new ways of thought, new kinds of international behaviour if the world was to avoid the catastrophe of another war. His words were of prophetic application to his own continent.

It was made very clear in the communiqué that racial equality was of the essence. The communiqué had this to say:

Whilst reaffirming the traditional practice that Commonwealth Conferences do not discuss the internal affairs of member countries, Ministers availed themselves of Mr. Louw's presence in London to have informal discussions with him about the racial situation in South Africa. During the informal discussions Mr. Louw gave information and answered questions on the Union's policies, and the other Ministers conveyed to him their views on the South African problem. The Ministers emphasized that the Commonwealth itself is a multiracial association and expressed the need to ensure good relations between all member states and peoples of the Commonwealth.

We know the results of the assertion of racial superiority only a few years ago and the effects that followed from it. It is my hope that the South African

Government will heed, and heed quickly, the appeal that was made to it, not only in the communiqué but in personal conversations.

Membership not Formality

The Government there has been planning to hold a referendum on the question of changing the present status of South Africa from a monarchy to that of a republic. In that regard it was pointed out that the choice between a monarchy and a republic is entirely the responsibility of the nation concerned. Then there are these significant words. I am not going to interpret them, because they require no interpretation; their significance lies in the fact that they were accepted unanimously by all who were there:

In the event of South Africa deciding to become a republic and if the desire was subsequently expressed to remain a member of the Commonwealth, the meeting suggested that the South African Government should then ask for the consent of the other Commonwealth governments either at a meeting of Commonwealth Prime Ministers or, if this were not practicable, by correspondence.

This established clearly that membership in the Commonwealth is not a formality. These words speak for themselves. They make clear that the Prime Ministers were not prepared to give an advance assurance that South Africa might remain a member of the Commonwealth in the event that a decision was made to adopt the status of a republic. Therefore the important point is that if a change of status does take place as a result of the referendum, the consent of the other Commonwealth governments will be required as a pre-condition of continued membership. Again I emphasize the fact that this was accepted by all.

The attention given to the South African problem, however, should not be allowed to obscure the deliberation which took place on many other subjects. The nature of those deliberations is fairly reflected in the communiqué, but I am going to make a few general references thereto. The multiracial nature of the Commonwealth was underlined by the admission of Ghana three years ago at the last meeting, by the participation of the Prime Minister of Malaya this year and by the fact that the Federation of Nigeria, with a population of 35 million, will join the family on the 1st of October and that Sierra Leone and other countries with various colours and races will, it is expected, soon be applying for membership.

What has taken place here is a recognition that there is no automatic membership in the Commonwealth, and I believe it is also suggestive of the possibility that the time is not far distant when acceptance by custom rather than by declaration of certain basic principles, including equality of all races, colours and creeds, will be assured. This view is underlined in various editorials to which I could refer. I draw the attention of the House to the fact that Canada's views were known, but the fact that we had not had a resolution placed Canada's representative in a position to speak to Mr. Louw in a way that did not arouse his antagonism. What happened here is well set out in the London *Financial Times*:

If the South African Government carries through its plan for making the country into a republic . . .

Important constitutional matters will arise. It goes on to say:

More important even than these constitutional considerations is the simple truth expressed by Mr. Diefenbaker last week that a Commonwealth in which the majority of the population is coloured must unequivocally accept racial equality.

The seriousness of racial problems varies widely from member country to member country. Not all of them have an untarnished record. Yet the position today is that the truth of Mr. Diefenbaker's proposition is accepted in theory at least everywhere in the Western world except in South Africa. Refusal to accept it would mean losing the struggle against Communism by default.

And so I might go on in that regard. This was an important step forward, and in that connection it is important internationally. We reviewed the international political situation. As to our views on the summit conference, I shall not now refer to them in view of what has taken place today.

There was universal agreement on the importance of developing a general *détente* in international relations, the urgent need of concluding a broad agreement to end the testing of nuclear weapons, and the desirability of finding avenues of progress in the field of general disarmament. There was an awareness of the growing importance of China in world affairs; and in particular, in order to ensure the implementation of any international agreement on disarmament, the participation of China was recognized as being of first importance.

The meeting was notable also for the growing recognition it gave to the development of the economic needs of the newly independent countries of Africa. I have mentioned already the fact that Nigeria will become a member. I have also referred to the second constitutional decision which arose from the intention of Ghana to introduce a republican form of constitution by July 1. In connection with the decision regarding Ghana's relation to the Commonwealth, the Government of Ghana applied to continue as a member, thus again illustrating the flexible nature of the Commonwealth relationship which permits member countries to remain in free association despite the differences in their forms of government.

Help for Awakening Africa

As to the economic needs of the emerging nations of Africa, there was a unanimous recognition that a substantial expansion of economic assistance was necessary in order to assist these countries to achieve self-sustaining growth. The greatest remaining under-developed region of the world is Africa, where no special international economic assistance programme has been established and where the flow of investment and aid funds, in comparison with that to other under-developed countries, is disproportionately small. The Prime Minister of Ghana is seriously concerned about this situation. It was agreed that unless measures are quickly taken in this crucial formative period in the history of these new African nations there may very well develop in those nations doubts as to the goodwill of the developed countries of the West, and they may be tempted to look for sympathy and assistance in other directions.

Mention was made of what the Colombo Plan had done. There is no such type of international assistance as yet available in Africa. Consideration is

therefore being given to the possibility of co-operative action among members of the Commonwealth in assisting the economic development of countries in Africa which have recently attained or are approaching independence. This matter will be studied by the various Commonwealth governments, and will be examined at the next meeting of the Commonwealth Economic Consultative Council in London.

On behalf of the Government, Canada indicated willingness, subject to Parliament, to participate in such a programme. I cannot at present, however, indicate the scope of the aid programme which may flow from the decisions of the Conference, or offer any forecast of what will be required from Canada.

Then in connection with the need for technical assistance for the newly independent countries of both Asia and Africa, the Prime Minister of Malaya drew attention to the fact that his Government required the services of persons with specialized skills and experience in the administrative and technical fields. There was general support that everything should be done to foster and encourage exchanges of specialized personnel, and that the question should be taken into consideration by the Commonwealth Economic Consultative Council.

Constitutional Development

A further subject — and this was one that will become of increasing importance — was the constitutional development of the Commonwealth. Up to the present time it has been possible to preserve the intimate character of the Prime Ministers' meetings. The essence of these meetings is that they are conducted, as I said, in an informal way. No resolutions are moved; no votes are taken. Progress is made by agreement after discussion. However, as the membership of the Commonwealth grows, new problems as to how these meetings will be conducted will arise.

One has only to note that, at the present rate of accession to the Commonwealth, within a very few years the present membership of 11 will be expanded to 16 or 18. How shall such a wide membership be reconciled with the maintenance of frank, intimate and profitable discussion? What about the size of the gathering? What about the size of the nations? There will be tremendous and fantastic disparities in population, importance and size, India with a population of 450 million and Sierra Leone with 2 million.

The various Commonwealth governments will have to give consideration to such questions as membership, weight by population, the rotation of membership as in the Security Council, regional groupings of nations within the Commonwealth, and representation of such groups. These are some of the problems which will have to receive consideration. I am not indicating any view with regard to them. These are some of the problems that will now have to be examined in the light of the tremendous expansion that is taking place and the number of nations which are joining us.

To those who say there is nothing in the Commonwealth relationship, may I say that it is of interest to note that in all the years the Commonwealth has

been in its present form only one nation which attained independence, namely Burma, did not apply for membership. In other words, these nations representing various colours have of their own volition decided to remain with the institution and become active and effective members.

Trade with West Europe

. . . One other matter I want to refer to is the question of trade. Western Europe represents a very important market for all Commonwealth countries. With the exception of the United Kingdom most of them, like Canada, are important suppliers to Western Europe of agricultural products. It was therefore recognized that it would be a matter of much concern if our competitive access to these markets was impaired in any way by the agricultural policies which may be followed by the European Economic Community. The Community can have a tremendous influence in the direction of world trade, and this is significant for the primary producing countries of the Commonwealth. It was urged that both The Six and The Seven should pursue trade policies that are consistent with their obligations under GATT. In this way Western Europe would be contributing to the general economic well-being of the world, and particularly of the under-developed countries.

Some concern was expressed about the possibility that the plans to create a successor organization for the OEEC might lead to exclusive or restrictive arrangements which would not take into account the interests of countries outside Europe. I explained that, while Canada expected to be a full member of the revised organization, we attached great importance to ensuring that its efforts should be directed toward improving multilateral trading conditions and that we did not regard this as in any way an exclusive organization which would be harmful to the interests of other Commonwealth members. I believe the members of the Commonwealth share our concern that the economic division in Western Europe should not lead, or be permitted to lead, to political division. It was also recognized, as I saw it, that the United Kingdom should continue to maintain the closest co-operation with the rest of the Commonwealth in developing its own policies with regard to trade with Western Europe.

. . . To those who have predicted that the Commonwealth was on a slippery slope, I am convinced that it came out of the Conference stronger than ever. It is impossible to convey to the Members of this House the spirit that was apparent in the desire to assure the maintenance of unity without the sacrifice of principle on the part of any of the members. Each of the representatives, in a spirit of understanding, was conscious of and concerned with the welfare of all other members. While re-emphasizing the cardinal principle of the Commonwealth, non-interference in domestic affairs, the multiracial nature and the need for recognition of equality of all races and peoples were recognized. In the informal meetings it was made clear and definite so that no one could misunderstand it.

I mentioned this earlier in another way, and I repeat it. While the Commonwealth has no constitution, the membership and variety in population of the

peoples that compose its membership demand the recognition of equality, and I believe the final communiqué made it clear that the recognition of these principles has been achieved in spirit.

As I return I am convinced of one thing. While there were those who were critical of the stand which was being taken, I think in the light of what has occurred the course followed was one that has assured the maintenance of the basic principles, and also made possible in the future the achievement of equality and the denial of discrimination. The ominous danger of Commonwealth fission was prevented without the sacrifice of any vital principles by the Prime Ministers and representatives of the various countries. The course of reason, restraint and diplomacy was followed rather than that of judicial action. The various Prime Ministers who felt most strongly against fanatical racialism maintained a self control and a dignity in the presentation of their arguments which had its effect. I think it may be fairly said that an advance was made in the interracial and multiracial relationships of the many peoples of the Commonwealth; and while collective action was asked by some before we met, it was asked by none by the time we separated.

Final Communiqué

The meeting of Commonwealth Prime Ministers ended today. Pakistan was represented by its President. The United Kingdom, Canada, Australia, New Zealand, India, Ghana, the Federation of Malaya and the Federation of Rhodesia and Nyasaland were represented by their Prime Ministers. South Africa was represented by the Minister of External Affairs, and Ceylon by the Minister of Justice.

2. This was the tenth of these meetings to have been held since the war. It has taken place at a time of great significance to the Commonwealth and to the world.

3. The continuing growth of the membership of the Commonwealth was marked by the attendance at this meeting of the Prime Minister of the Federation of Malaya, which achieved independence in August 1957. The representatives of the other Commonwealth countries welcomed the presence of the Federation at the Conference.

4. The Commonwealth is an association of independent sovereign states, each responsible for its own policies; but the primary objective of all is world peace and security. It is their declared purpose to do everything in their power to achieve that objective, and to continue to co-operate to that end with all the peace-loving nations of the world.

5. In this spirit the Commonwealth Ministers have reviewed the major international problems of the day, on the eve of the impending summit con-

ference, which is to be attended by the Prime Minister of the United Kingdom. They expressed their sincere hopes for a successful outcome of that conference as a further step in the relaxation of international tension. They discussed, in particular, the problem of disarmament; and they welcomed the progress made at the Geneva conference on the discontinuance of nuclear weapons tests. They hoped that, on the basis of the preliminary work already done, the summit conference would be able to make some significant progress toward an eventual settlement, under international control, of the problem of disarmament. An advance toward a solution of that problem, linked with a progressive lessening of political tensions, would afford a firm basis for strengthening confidence between nations and promoting world security.

6. The Commonwealth Ministers also discussed the problems of Africa, the Middle East, the Far East and Southeast Asia. They recognized that economic and social progress are essential for political stability. They welcomed the continuing contribution which mutual assistance under the Colombo Plan affords throughout Southeast Asia to these aims; and they agreed that there and elsewhere throughout the less-developed areas of the world the best hope of peace, stability and political freedom lies in practical international co-operation of this kind.

7. The Ministers reviewed the world economic situation. They noted that, while in general the outlook was favourable, the economic expansion which had taken place since their last meeting had been greater in the industrialized countries of the Commonwealth than in the primary producing countries. They agreed that an important condition of the prosperity of these countries was their ability to develop their export trade. They also recognized the urgent need to maintain and, where possible, increase the flow of economic assistance to the less-developed countries. They welcomed the decision to establish an international development association.

8. The Ministers discussed European trade problems. They expressed concern at the prospect of any economic division in Europe and its possible political implications. The countries of Europe form an important market for Commonwealth exports. The Ministers expressed their hope that these countries would follow trade policies in accordance with the principles of the General Agreement on Tariffs and Trade, and thus avoid damage to the economies of the primary producing countries and those that are also developing exports of manufactured goods. In addition, European countries have an important contribution to make in assisting the economic development of the less-advanced countries. The Ministers hoped that these problems could be speedily and satisfactorily resolved, with due regard to the interests of countries outside Europe.

9. The Commonwealth Ministers reviewed the economic development of Commonwealth countries in Africa which have recently attained or are approaching independence. They agreed that consideration should be given to the possibility of co-operative action among members of the Commonwealth in assisting the economic development of these countries. This possibility will be studied in

the first instance by officials of Commonwealth governments, and the Commonwealth Economic Consultative Council will examine it at its next meeting.

10. The Ministers also reaffirmed their belief in the value of exchanges between Commonwealth countries of persons with specialized skills and experience. They agreed that further efforts should be made to foster and encourage these exchanges, whether on a regional or other basis, and that the Commonwealth Economic Consultative Council should take this question into urgent consideration. They trusted that employers in Commonwealth countries — whether governments, statutory bodies or private companies — would be ready, wherever possible, to encourage members of their staffs to undertake a period of public service abroad and would do their best to ensure that their prospects in their home countries would not thereby be prejudiced.

11. The Ministers considered various questions of constitutional development within the Commonwealth. They noted that the Federation of Nigeria would attain independence on 1st October, 1960. They extended to the Federation their good wishes for its future and looked forward to welcoming an independent Nigeria as a member of the Commonwealth on the completion of the necessary constitutional processes.

12. The meeting was informed that, in pursuance of the recent plebiscite, the Constituent Assembly in Ghana had resolved that the necessary constitutional steps should be taken to introduce a republican form of constitution in Ghana by 1st July, 1960. In notifying this forthcoming constitutional change, the Prime Minister of Ghana assured the meeting of his country's desire to continue her membership of the Commonwealth and her acceptance of the Queen as the symbol of free association of its independent member nations and as such the head of the Commonwealth. The heads of delegations of the other member countries of the Commonwealth assured the Prime Minister of Ghana that the present relations between their countries and Ghana would remain unaffected by this constitutional change and they declared that their governments would accept and recognize Ghana's continued membership of the Commonwealth.

13. The meeting noted a statement by the South African Minister of External Affairs that the Union Government intended to hold a referendum on the subject of South Africa becoming a republic. The meeting affirmed the view that the choice between a monarchy and a republic was entirely the responsibility of the country concerned. In the event of South Africa deciding to become a republic and if the desire was subsequently expressed to remain a member of the Commonwealth, the meeting suggested that the South African Government should then ask for the consent of the other Commonwealth governments either at a meeting of Commonwealth Prime Ministers or, if this were not practicable, by correspondence.

14. The Ministers reviewed the constitutional development of the Commonwealth, with particular reference to the future of the smaller dependent territories.

They agreed that a detailed study of this subject should be made for consideration by Commonwealth governments.

15. Whilst reaffirming the traditional practice that Commonwealth Conferences do not discuss the internal affairs of member countries, Ministers availed themselves of Mr. Louw's presence in London to have informal discussions with him about the racial situation in South Africa. During these informal discussions Mr. Louw gave information and answered questions on the Union's policies, and the other Ministers conveyed to him their views on the South African problem. The Ministers emphasised that the Commonwealth itself is a multiracial association and expressed the need to ensure good relations between all member states and peoples of the Commonwealth.

13th May 1960.

NATO Ministerial Meeting — Istanbul

ON the invitation of the Government of Turkey, the foreign ministers of the fifteen NATO countries held their annual spring meeting in Istanbul from May 2 to May 4.

Canada was represented by the Secretary of State for External Affairs, Mr. Howard Green; the Canadian Permanent Representative to the North Atlantic Council, Mr. Jules Léger; the Under-Secretary of State for External Affairs, Mr. N. A. Robertson; Lieutenant-General E. L. M. Burns, the Canadian representative on the ten-nation Disarmament Committee; the Canadian Ambassador to Turkey, Mr. Benjamin Rogers; and officials from the Department of External Affairs.

The major task of the ministers was to consider Western preparations for the forthcoming East-West summit meeting, with particular reference to the problems of disarmament, Germany and Berlin, and East-West relations. By way of preparing for the discussions in the Council, separate meetings of the foreign ministers most directly concerned with these problems were convened on May 1 in Istanbul to look over the reports of the working groups concerned with preparations for the summit. The Secretary of State for External Affairs represented Canada at the May 1 meeting of the five foreign ministers whose countries are members of the ten-nation Disarmament Committee.

Mr. Green's report to the House of Commons on the preparatory meeting and on the NATO Ministerial Meeting, as recorded in the House of Commons Debates of May 9, follows with the text of the final communiqué of the conference:

Statement by Mr. Green

... I thought it might be helpful if I were to make a brief report to the House concerning my visit to Istanbul. There were two meetings held there, one a week ago yesterday.

The first was a meeting of the foreign ministers representing the five Western countries which are members of the ten-nation Disarmament Committee. The purpose of this first meeting was to prepare advice for the three Western heads of government who are to participate in the summit meetings commencing on May 16 in so far as the question of disarmament is concerned; also to consider what progress had been made in the Disarmament Committee itself and what suggestions should be made to the negotiators acting on behalf of the five Western powers, and finally to prepare a report on disarmament to the NATO Council which was to meet during the succeeding three days.

We took General Burns with us to Istanbul because, of course, our main interest there was the question of disarmament, and as you know he is heading the Canadian delegation on this important work. The progress that has been made to date by the Disarmament Committee has not been very satisfactory. The Canadian Government is anxious that there should be a great deal more done when the Committee resumes its sittings early next month.

At this first meeting I urged upon the other four Western foreign ministers that everything possible must be done to get these negotiations moving; that it was very important to demonstrate to the five Eastern nations on this ten-member Committee and also to all other nations of the world that the West is very serious in its attempt to bring about a disarmament agreement.

Canadian Suggestions

We made several suggestions which perhaps would be of interest to the House. One was that the summit meeting should give direction to the ten-member Committee, that instead of discussing further the general issues they should commence to discuss specific measures of disarmament. Mind you, that would mean that these directions would come from President Eisenhower, Prime Minister Macmillan, President de Gaulle and Premier Khrushchov. We had in mind that a joint declaration of recommendation, whatever you wish to call it, should be made to the disarmament negotiators.

Also we suggested that an attempt might very well be made to work out package deals; that is, take one measure of disarmament in which the West was interested and one of equivalent importance in which the East was interested and try to make a package deal with regard to these two particular aspects of disarmament. For example, the West might offer to negotiate a controlled limitation on force levels and related conventional armaments if the Soviet side would agree to negotiate on the nuclear disarmament measures in stages one and two of the Western plan.

We believe this is a practical way to get things moving, and, if package deals of that kind could be made in several instances, the first thing we would know there would be a worth-while disarmament agreement.

Then we also suggested that when the Disarmament Committee meets again there should be certain informal off-the-record meetings of the negotiators. To date they have been having formal meetings, records are kept, and then, after a matter of a few weeks, the whole record is published, which means, as I am sure all Parliamentarians will understand, that there is a great deal of talking for the record. We think it would be very useful if the negotiators could get into a huddle from time to time and really try to work out something among themselves. We do not say there should be no more formal meetings, but we think a mixture of formal and informal meetings would be very beneficial. We hope there will be recommendations of this kind made by the summit to the ten-member Committee.

Our suggestions were received very well by the other Western foreign ministers and also, when the NATO Council met, they were favourably received in the deliberations of that Council.

NATO Council

Then a word or two with regard to the NATO Council meeting. It was concerned primarily with preparations for the summit. Most of the time was spent in discussing what the three Western heads of government should propose at the summit meeting. There had been three working groups set up: one on disarmament, of which of course Canada was a member; another on Germany and Berlin, of which Germany was a member in addition to the United Kingdom, the United States and France; and also one on East-West relations, which was composed of representatives of the United Kingdom, the United States and France and also one representative from the NATO Council.

The Council endorsed the report which the Disarmament Working Group had submitted and affirmed it in the following words:

The alliance shares the aim of general and complete disarmament to be achieved by stages under effective international control, and supports the proposals of the Western negotiators at Geneva to this end.

The Council also made reference to the importance of tying in the United Nations with the work of this Disarmament Committee. The Council asserted their view that these proposals provided the best means of carrying out the United Nations resolutions of November 20, 1959, and also regretted the unwillingness which the Soviet side had shown to discuss specific practical measures of disarmament.

Canada throughout has been very insistent that the United Nations should be kept in this picture. We regard ourselves as speaking on that Committee for the various middle and smaller powers who are members of the United Nations, and, as this world body has the final responsibility for disarmament, we think it is of the greatest importance that it should be kept right in the picture. The Secretary-General of the United Nations, Mr. Hammarskjöld, spoke to the disarmament Committee at the last meeting they held . . .

On the question of Germany and Berlin, there was a general endorsement of the approach which the three plan to use at the summit, and general agreement that it should be left to the discretion of the three how best to present the Western position in the light of developments at the summit. The NATO Council reaffirmed publicly its view that the solution of the problem of Germany can only be found in reunification on the basis of self-determination, recalled its declaration of December 16, 1958, and once again expressed its determination to protect the freedom of the people of West Berlin.

The third broad group of subjects dealt with was East-West relations. This, of course, covers quite a wide area, including exchanges of contacts in cultural and information fields and the possibility of discussing trade, aid and other economic questions with the Soviet at the summit. There was also discussion of

the concept of *détente*, which has become such a popular word — meaning a relaxation of tension, I think — and also the question of peaceful co-existence. The conclusions reached included these, that the NATO members desire a true international *détente*, by which they mean peaceful co-operation among all states, not merely an absence of hostilities. Then they added a condition. A condition of *détente* is that it must be applicable to all areas of the world, that peaceful co-existence is unsatisfactory if under its cover the Soviet Union continues to engage in propaganda attacks on individual members. There would appear to be a *détente* in so far as Canada is concerned and the United Kingdom, the United States, France and so on, but evidently the situation is a little different in the case of West Germany and Greece, for example. They are being subjected to propaganda and pressures of various kinds, and the Council did decide that a *détente* should be indivisible; in other words, it should apply to all nations.

Canada supported the idea that the West should go to the summit prepared to discuss in general terms with the Soviet Union problems of trade. We also expressed in the NATO Council an interest in having a general discussion at the summit on the problem of limiting the traffic in arms through international reporting arrangements which would apply to both the importing and exporting countries. In other words, a country which is exporting arms would list the exports with some international agency, and so would the receiving country. This work could perhaps be done by the international disarmament organization which has been proposed by the West, should there be agreement to set up such an organization.

In addition, at the conference there were several very interesting individual statements relating to developments in particular areas, but these are not of a nature which I could properly disclose to the House.

U-2 Incident

Just before we left Istanbul, and later in London, we had word of the incident involving the shooting down of a United States plane. The Canadian Government regards this as a very serious incident, and we think it points up very clearly the vital need for a disarmament agreement. If incidents of this kind are to keep occurring, one of these days such an incident might trigger a nuclear war. We think it shows very clearly the need for both sides, the West and the East, to reach an agreement on disarmament.

Mind you, we believe in disarmament under control. An incident like this would not happen if there were a proper inspection system. I remind the Hon. Members that from time to time the present Government has taken the stand that Canada would open her skies to inspection if the Soviet would do the same thing in an equivalent area on the other side of the Arctic. I have, for example— I will not repeat the statements that have been made on this subject by the Prime Minister—a letter the Prime Minister wrote Premier Khrushchov on May 9, 1958, which reads as follows:

If you are really anxious about development in the Arctic and if you wish to eliminate the possibility of surprise attack across the polar regions, I find it hard to understand why you should cast aside a proposal designed to increase mutual security in that area.

(The suggestion had been made earlier by Canada and rejected.)

Let me repeat here, Mr. Chairman, that we stand by our offer to make available for international inspection or control any part of our territory, in exchange for a comparable concession on your part. I would hope that you would accept some arrangement along these lines not only as an indication of our good faith but as part of a first, experimental step in building a system of international safeguards against surprise attack. When there is, by your own admission, a danger of nuclear war breaking out by accident or miscalculation, it is difficult for Canadians to comprehend your refusal to engage even in technical discussions intended to explore the feasibility of an international system of control.

I am sure all Members of the House will agree with the position of the Government, which is that Canada will do everything she possibly can to bring about disarmament under proper controls and with a system of inspection.

I think too that this incident, in addition to showing the need for a disarmament agreement, indicates the importance of the summit meeting which is to be held on May 16. There has been some suggestion in the press that perhaps now there would not be any summit meeting. I submit that it is all the more important now that this has happened that the summit meeting should go ahead. Mind you, it is not going to be any easier because of the increase in tension caused by this incident, but we hope there will be no suggestion whatever that the summit meeting should be cancelled. We think there is even a bigger job to be done by these four heads of government at the summit meeting which is due to commence just a week from today.

... Finally I should like to make it quite clear that the Canadian Government was not aware of these activities, and evidently the United States Government was not very much aware of them either. I have here a statement which was issued by the State Department of the United States on May 7, and it contains this sentence:

As a result of the inquiry ordered by the President, it has been established that, in so far as the authorities in Washington are concerned, there was no authorization for any such flight as described by Mr. Khrushchov.

... I am sure the House will join with me in expressing the hope that now that both sides have seen just how serious incidents of this kind can be and just how little it might take to bring a world disaster, the nations of both sides will get down to business and really try to work out an agreement on disarmament.

Final Communiqué

The North Atlantic Council held its spring Ministerial Meeting in Istanbul from May 2nd-4th.

2. The Council took stock of the situation on the eve of the summit meeting. The results of its exchange of views may be summarized as follows:

- (a) The Council welcomes the prospect of negotiations with the Soviet Union and hopes that they will lead to improved international relations. The unity of the alliance is a condition of progress towards this end.

- (b) All members of the alliance share the aim of general and complete disarmament, to be achieved by stages under effective international control, and support the proposals of the Western negotiators at Geneva to this end. These proposals in their view provide the best means of carrying out the United Nations resolution of 20th November, 1959. They regret the unwillingness which the Soviet side has so far shown to discuss specific practical measures of disarmament.
 - (c) While desiring a true international *détente*, the Atlantic alliance cannot be satisfied with a formula of "peaceful co-existence" under cover of which attacks continue to be made on individual members of the alliance. *Détente*, like peace, is indivisible. Thus, the efforts of Soviet propaganda to discredit the Federal Republic of Germany and the governments of certain other NATO countries are inimical to the alliance as a whole and inconsistent with a real improvement of international relation.
 - (d) The Council reaffirms the view that the solution of the problem of Germany can only be found in re-unification on the basis of self-determination. It recalls the Declaration of 16th December, 1958, and once again expresses its determination to protect the freedom of the people of West Berlin.
3. The Council heard reports on the topics likely to be discussed at the summit meeting. After a full discussion, it expressed its entire agreement with the common positions of the United States, France and the United Kingdom as worked out in consultation with their allies. It expressed its satisfaction with the system of continuous consultation among all members of the alliance which has been developed.
4. The Council also examined the Secretary-General's report on the working of the alliance. It welcomed the progress accomplished in various fields and reaffirmed its determination to continue its efforts in the field of political and economic co-operation and solidarity which is so necessary for the maintenance of peace and the defence of freedom.
5. All members of the Council reaffirmed their faith in NATO and welcomed the emphasis given in President Eisenhower's message to the long-term planning of the alliance.

The Law of the Sea

SECOND UNITED NATIONS CONFERENCE

ON March 17, 1960, representatives of 88 states convened at Geneva to attend the Second United Nations Conference on the Law of the Sea. During six weeks of strenuous negotiation, the delegations tried to agree on a rule of law to govern the breadth of the territorial sea and fishing zones. The Conference failed by a single vote to attain its objective.

The First Conference

An earlier United Nations Conference on the Law of the Sea had been held in Geneva two years before, in the spring of 1958. ¹At that meeting 86 countries agreed to the adoption of four conventions and one protocol that constituted in effect an almost complete codification of that field of international law applying to the sea. There were only two questions on which the Conference was unable to agree — the breadth of the territorial sea and the existence of fishing zones. Nevertheless, it was, as the Minister of Northern Affairs and National Resources, Mr. Alvin Hamilton, reported in the House of Commons, ² probably the most successful international conference of all time.

The Second Conference was convened, at the request of the General Assembly of the United Nations, in order to give further consideration to the questions left unsettled by the First Conference and thereby to complete the codification of the Law of the Sea.

The Canadian Proposal

The problem of agreeing on a rule of law that would set a breadth for the territorial sea acceptable to most countries of the world has remained unsolved since the failure of the Hague Conference in 1930. Countries have not agreed because they have diverging interests. On the one hand, the maritime countries, with their large fleets, desire a narrow territorial sea for navigational, commercial, security and fishing purposes. On the other hand, many coastal states want fuller control of their adjacent seas so that they can develop and exploit their maritime natural resources. Since a rule of law would have to be adopted by a two-thirds majority of the countries present and voting at a conference, it has always been clear to the Canadian Government that only a genuine compromise which would go a long way in meeting the real interests of all states could be adopted.

Canada advanced a formula at the General Assembly of the United Nations in 1956 that contained a proposal completely new in international law — that

¹"External Affairs" Vol. 10, Numbers 1 and 4-5, 1958.

²Hansard, July 25, 1958.

of the existence of exclusive fishing zones independent of, but contiguous to, the territorial sea. These zones would remain part of the high seas, thereby ensuring the maximum freedom of the oceans as desired by the maritime states. At the same time, the zones would, as far as fishing is concerned, be under the sole jurisdiction of the coastal states, thus permitting a control most of them had been anxious to obtain over fishing in their contiguous waters. At the 1958 Conference Canada incorporated this idea in its "six-plus-six" proposal, which would have provided for a six-mile territorial sea and a six-mile exclusive fishing zone.

Following the decision of the General Assembly to convene a second conference, Canada made a series of representations to some 60 countries on behalf of the Canadian "six-plus-six" proposal and prepared a pamphlet that was distributed to most nations of the world.¹ In this way, Canada helped to generate interest in the subject and tried to acquaint various countries not only with the terms of the only proposal that seemed likely to succeed but also with the chaotic conditions to which a failure of the conference could expose the world. Conversely, the Canadian thesis ran, the success of the 1960 Conference would do much to ensure the ratification of the Conventions adopted by the 1958 Conference, thus bringing about an orderly codification of rules governing navigation and exploitation of the seas.

The 1960 Conference

Early in the Conference the U.S.S.R., Mexico, Canada and the United States advanced major proposals. The Mexican and U.S.S.R. proposals were similar, in that both would have permitted states to set the breadth of their territorial seas at any distance from three to twelve miles; however, the Mexican formula provided an elaborate scheme for determining the extent of an exclusive fishing zone. As the Conference progressed, Mexico withdrew its proposal in favour of an Afro-Asian proposal known as the 18-Power Proposal, of which it became, along with Venezuela, a co-sponsor. Shortly before voting in committee, the U.S.S.R. also withdrew its proposal in favour of the 18-Power one, which, like its antecedents, was a three-to-twelve mile proposal without any significant element of compromise.

The United States proposal was similar to the Canadian one, in that both provided for a six-mile territorial sea and a further six-mile exclusive fishing zone. As at the First Conference, the main difference between the two proposals was that the United States' proposal allowed for the indefinite continuation of traditional fishing rights — a feature that earned it the support of most Western European states. The Canadian proposal, on the other hand, attracted other countries because it would have ended traditional fishing rights in the twelve-mile zone. As the Conference progressed, it became clear that some compromise of these two positions was necessary if a rule were to be adopted.

¹This pamphlet was reprinted in "External Affairs" Vol. 12, No. 1, Jan. 60. P. 435.

Canada and the United States therefore withdrew their respective proposals in favour of a new one constituting a compromise that they presented jointly. The new proposal was essentially the same as the original Canadian proposal, except that it gave to coastal states claiming traditional fishing rights the right to continue to fish for a period of ten years in the fishing zones contiguous to the territorial waters of other states. This would do away with the necessity of bilateral arrangements between states designed to lessen the impact of a sudden imposition of an exclusive fishing zone. The supporters of the two proposals welcomed this compromise as one that, though it involved a good many sacrifices on both sides, might ensure the success of the Conference.

Voting on the Proposals

When the 18-Power and the joint Canada-United States proposals were voted on in committee on April 13, the former was rejected by a vote of 36 in favour and 39 against, with 13 abstentions, while the latter was adopted by a vote of 43 in favour and 33 against with 12 abstentions. Because the joint Canada-United States proposal was therefore the only major proposal to succeed in committee, it was the only one referred to the Plenary Session, where it attracted further support. On April 26, the proposal received 54 votes in favour and 28 votes against (with 5 abstentions — Lebanon not being present), thereby being defeated by only one vote. When the United States delegate asked the Conference to reconsider the proposal, his motion did not receive the necessary two-thirds majority.

During the discussions in Plenary, the 18 powers that had sponsored the defeated three-to-twelve-mile proposal dwindled to a hard core of 10 countries. These countries then sponsored a new proposal providing for a 12-mile exclusive fishing zone and requesting the Secretary-General to consider the possibility of convening a further conference to deal with the breadth of the territorial sea. It was defeated by a vote of 32 to 38, with 18 abstentions.

Achievements of the Conference

By agreeing to support the joint proposal, 54 states, amongst which were numbered the main maritime nations of the world, indicated that they preferred the establishment of a rule of law to the chaos that might result on the high seas through unilateral action. The measure of agreement obtained at the Conference was particularly pleasing to Canada because it meant that Canadian differences with the United States and Western European countries over the question of fishing rights were resolved. This achievement, in itself, offered hope for the future.

The Conference adopted a resolution on technical assistance asking various Specialized Agencies of the United Nations to give urgent consideration to any requests by states for assistance in developing fishing industries or adjusting fishing practices to new situations.

Reasons for Failure

The Conference failed for a number of reasons, one of which was the fact that some states were unwilling to sacrifice their claims to a wide territorial sea, even at the risk of a failure to reach agreement.

A further cause of failure was the attempt by some nations to obtain special concessions unacceptable to others. Some of these concessions were:

1. A measure of control over fishing on the continental shelf. Both Canada and the United States supported an amendment to their proposal giving states overwhelmingly dependent on fishing "preferential rights to fish in any areas of the high seas contiguous to their coasts." Although the amendment was adopted in Plenary, it failed to satisfy some countries.

2. A recognition of claims to certain waters on historical, geographic, economic and other grounds. Although it was clear that the joint proposal could not prejudice rights to territorial waters, countries interested in obtaining recognition for special claims may have considered that such claims were not adequately acknowledged and, in the end, voted against the Canada-United States proposal.

3. The right to authorize the passage of warships not only in the six-mile territorial sea but also in the outer six miles of the fishing zone. An amendment of this sort would have reopened an issue that had not been clearly resolved at the first Conference and that was unacceptable to a number of countries.

While all these factors contributed to the failure of the Conference, the sheer difficulty of achieving agreement where many interests are in conflict should not be underestimated.

Conclusion

It remains, perhaps, a cause of satisfaction that Canada may have made a contribution in trying to find a just and acceptable solution to the questions of the breadth of the territorial sea and fishing zones. While the Conference did not adopt the Canada-United States proposal, there is some cause for hope that the large measure of acceptance it received will not be lost and that it will prepare the way to some eventual satisfactory solution.

*Status of Women**

THE fourteenth session of the Commission on the Status of Women was held in Buenos Aires, Argentina, from March 28 to April 14, 1960. As in the previous two years, Canada participated as a member of the Commission. Mrs. Harry S. Quart of Quebec City was the Canadian representative, with Marion Royce, Director of the Women's Bureau of the Department of Labour, as alternate.

The eighteen-member body is a functional commission of the Economic and Social Council, which prepares studies on the status of women in the political, economic, social and educational fields. Member nations are elected to the Commission for a period of three years. This year, therefore, brought to a close Canada's current direct participation in its sessions.

Other countries participating in the fourteenth session were Argentina, China, Colombia, Cuba, Czechoslovakia, Finland, France, Greece, Israel, Japan, Mexico, the Netherlands, Pakistan, Poland, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America. Official observers were present from Hungary, Peru, Rumania and Uruguay. The ILO, UNESCO and WHO, the three Specialized Agencies with which the Commission works most closely, were also represented. A number of non-governmental organizations in a consultative relation to the Economic and Social Council took advantage of their privilege of representation to put before the Commission the points of view of their organizations on various items of the agenda.

Mrs. Blanca Stabile, delegate of Argentina, was elected chairman of the Commission, with Mrs. Zofia Dembinska of Poland as first vice-chairman, Mrs. Quart of Canada as second vice-chairman, and Mrs. Alexandra Mantzoulinos of Greece as rapporteur. Mrs. S. Grinberg-Vinaver, Chief of the Section on the Status of Women, represented the Secretary-General of the United Nations, and Miss Aline Fenwick acted as secretary to the Commission.

The sessions of the Commission, held in the chamber of the Faculty of Law of the University of Buenos Aires, attracted a great deal of attention. Observers crowded the galleries and the press reported the discussions from day to day. A local reception committee had planned a variety of social events and excursions, which gave the delegates an opportunity to meet many people and become acquainted with the country. The President of Argentina, Dr. Arturo Frondizi, spoke to the members of the Commission at a special reception on the opening day, when the 18 delegates also gathered to lay a wreath on the monument to the national hero, San Martin.

The many informal contacts brought to light a warmth of feeling among Argentinians towards Canada. Several times the Canadian representative was

*By Miss Marion V. Royce, Director, Women's Bureau, Department of Labour, and Alternate Representative for Canada at the fourteenth session of the UN Commission on the Status of Women.



Opening meeting of the fourteenth session of the United Nations Commission on the Status of Women on March 28 in Buenos Aires. The Canadian delegate, Mrs. Harry S. Quart, is shown seated to the right, behind the sign reading "Canada".

singled out for special attention and, on the occasion of a luncheon given by the Senate, Mrs. Quart, as the representative of the country farthest north in the Western hemisphere, was welcomed to the country farthest south. This was symbolic of Argentina's welcome to all members of the Commission.

The agenda of the Commission followed the usual pattern. The principal subjects considered during the three weeks of discussion were the political rights of women, an advisory services programme, the status of women in private law, equal pay for equal work, economic opportunities for women, and the access of women to education.

Political Rights of Women

The Commission noted with no little satisfaction that, since the signing of the United Nations Charter in 1945, 39 countries had taken action to extend full or partial political rights to women, and 33 countries had acceded to or ratified the United Nations Convention on the Political Rights of Women drafted by the Commission and opened for signature in 1952. The Convention has three principal provisions: the right of women to vote on equal terms with men, the eligibility of women for election to all publicly-elected bodies and the right of women to hold public office and exercise all public functions.

The access of women to this last sphere of influence and service was the subject of an excellent report submitted to the fourteenth session. Based on the replies of 45 member states to a questionnaire sent out by the Secretary-General, the report covered all phases of women's employment in public service. In the modern state the government is one of the largest employers of women, and the report, therefore, was as meaningful in regard to economic opportunities for women as in regard to their political rights. The occupational distribution of the women in public services followed a pattern similar to that in the labour force as a whole, with the great majority engaged in clerical work and comparatively few women in the upper ranks of the administrative or diplomatic services. Except in the case of married women, there was little evidence of legal restriction on their employment.

Commenting on the influence of governments in the role of employers, the representative of the ILO observed that, where government policy was good, a constructive lead was given to private business and industry, but that, when it was bad, it had a deteriorating effect on employment conditions in general.

Advisory Services Programme

The report of the United Nations Seminar on the Participation of Women in Public Life held in Bogota, Colombia, in May 1959, was the focus of discussion of this item. The Canadian delegate, in speaking of the Seminar, drew upon the observations of Mrs. Abbie Lane of Halifax, the Canadian representative at the Seminar, who had found it a stimulating experience, which she felt she had been able to interpret to good advantage on her return home.

In anticipation of the 1960 Seminar, to be held in Addis Ababa in December, the Canadian representative expressed the hope that, as in Bogota, there would be adequate consideration of educational method and curriculum. She suggested exhibits of material and methods used in literacy education as well as in more advanced education in citizenship, and promised that, if such an exhibit were arranged, Canada, out of its extensive experience in this field, would be glad to contribute materials. Mrs. Quart commented also on the importance of distinguishing between the needs of women in urban and rural areas, particularly in Africa, where the pace of social change was affecting the lives of women so deeply. She stressed also the importance of planning for adequate "follow-up" of the Seminars at local and national levels.

Status of Women in Private Law

The most controversial, and in many respects the most challenging, question before this session had to do with the legal minimum age of marriage, the consent of the parties to a marriage and the registration of marriages. The subject had been referred to the Commission as a result of an enquiry into "the appropriateness of initiating a study of the question of marriage with the object of drawing attention to the desirability of free consent of both parties and of the establishment of a minimum age for marriage" made by the Conference of Plenipotentiaries

convened by the United Nations in 1956 to prepare a Convention on the Abolition of Slavery.

This year, against the background of a report on existing legislation in 44 countries, which had been prepared by the Secretary-General from government replies to a questionnaire, the Commission considered draft texts of a convention and a recommendation on the three phases of the question.

A sense of the urgency of the issue pervaded the meeting, but the question had many aspects and the debate brought out sharp differences of opinion. Free consent of the parties to a marriage and compulsory registration of marriage presented no problem, but a legal minimum age was another matter. There were questions whether it should be the same for both sexes and whether it was reasonable for the representatives of a few countries to decide upon a minimum age of marriage that would be universally applicable. For some delegates it would mean endorsing a standard lower than that in their own countries. For others it would require revision to a higher age. The effect of declaring invalid any marriage contracted at an age younger than that stated in the instrument had to be considered. There were differing points of view, also, regarding the type of instrument that would be appropriate — whether it should be a convention or a recommendation.

Under the federal system of Canada, the solemnization of marriage is a matter of provincial jurisdiction, and among the provinces there is considerable diversity in the legal minimum age of marriage. In several provinces no absolute minimum is fixed by statute, although in the absence of a statute, the minimal ages under the Common Law, 14 for boys and 12 for girls, presumably would apply. In Quebec the Civil Code fixes a minimum of 14 years for boys and 12 for girls. Other provinces have adopted 14, 15 or 16, the same age for both boys and girls. In view of this situation, the Canadian delegate was not in a position to commit the government of her country. As for the type of instrument, she favoured a recommendation, both because the constitutional situation would prevent Canada from acceding to a convention on aspects of the solemnization of marriage, and also because in the long run a recommendation that set a social objective to work towards would probably be more effective than a convention ratified by only a few governments. Also, the Canadian delegate thought it would be advisable to refer the draft texts agreed on, with a transcript of the discussion in the Commission, back to governments before final decisions were taken regarding international instruments. This procedure was opposed by a slight majority of delegates who felt that it would delay action.

The Canadian delegate, therefore, with seven others, supported an alternative wording for a recommendation that, without arbitrarily setting forth a definite age, urged governments to examine their legislation and practice and consider whether, in the light of prevailing circumstances, changes should be enacted with respect to the minimum age of marriage, the assurance of full and free consent of the prospective spouses, and the maintenance of a public register of marriages. This

proposal was defeated, however, and, on the vote of a slender majority, the Commission decided to submit a draft convention and a draft recommendation to the Economic and Social Council. Both instruments dealt with the three aspects of the question, and 15 years was inserted as the legal minimum age of marriage, "except where a competent authority had granted a dispensation as to age for serious causes, in the interests of the intending spouses."

For some years members of the Commission on the Status of Women have been concerned about the physical and psychological effects of ritual operations that survive in certain parts of the world. Because of the social and cultural origins of the custom, the Assembly of the World Health Organization had declined to undertake a study of the subject, considering it to be beyond the competence of the Organization. The WHO, however, had expressed its willingness to make available medical information on the subject to any other organization prepared to carry out such a study. The Commission adopted a resolution requesting the Secretary-General to appoint a representative to the next session of the WHO Assembly who would be competent to interpret to that body the Commission's position on the matter, and also invited the WHO to communicate the medical information at its disposal to the Secretary-General for submission to the Commission at its sixteenth session.

Equal Pay for Equal Work

This subject, so vital to the economic status of women, is one of continuing interest to the Commission. This year, Mrs. Elizabeth Johnstone, the representative of the ILO, presented a report on relevant developments over the past two years. Between January 1, 1958, and February 1, 1960, eight countries had ratified the Convention on Equal Remuneration for Men and Women for Work of Equal Value, bringing to 32 the total number of ratifications. However, despite this evidence of growing recognition of the principle of equal pay for equal work, the representative of the ILO emphasized that the past decade has seen little real progress in the narrowing of the gap between the wages of men and women. She urged continuing study and action in relation to economic and social factors that contribute to the comparatively lower wages of women.

Economic Opportunities for Women

Two decisions on this item of the agenda are of special interest. In the first place, recognizing the widespread inadequacy of the vocational preparation, guidance and training of girls and women, the Commission passed a resolution recommending that governments do all within their power to bring about rapid and substantial improvement, inviting the ILO to give priority to questions in this field and to report to the sixteenth session of the Commission on the situation in various countries.

Secondly, a resolution was adopted inviting the ILO to make a study of the age of retirement for women and their right to pension. This subject had been

discussed at length in two previous sessions, but there had remained strong divergence of opinion as to whether the age of retirement should be the same for men and women or lower for the latter. It was hoped that further enquiry by the ILO might cast new light on the problem.

Access of Women to Education

A UNESCO report on the access of women to "out-of-school" education was introduced by Mrs. A. K. Gegalova, the representative of UNESCO. She explained that the purpose of the report, based on 55 government answers to a questionnaire sent out in April 1959, was to give an over-all view of the opportunities of women for out-of-school education. Discussion in the Commission focussed on the subject matter and the methods of out-of-school education. For the most part, it was felt that out-of-school education should help women to fulfil their multiple role in the family, at work and in the community, but that, where illiteracy still existed, it should concentrate on basic education. As for methods, stress was placed upon the untapped educational possibilities of audio-visual, radio and television programmes, which would also help to conquer distance.

The Canadian delegate spoke of promising developments in this field in Canada, mentioning experiments in the co-ordination of programmes at the national level, which had led to creative patterns of co-operation between voluntary organizations and governments. She stated that the central problem was not a matter of the access of women to education, either in or out of school, but rather the difficulties resulting from the great distances between cities, the remoteness of many communities, shortages of staff and materials, lack of leaders and the complexities of timetables suited to women with family responsibilities. The greatest problem — perhaps it should be regarded as a challenge — was the need to awaken people, men and women alike, to a conviction of the importance of lifelong learning.

Future Programme

Reports on developments in the four basic areas of the Commission's work — political, economic, social and educational — are made from year to year. Within this general framework also, there are *ad hoc* projects classified by priority. For the fifteenth session these will include a survey of the work of the Commission and of the results achieved at the international level since its inception in 1946, a report by UNESCO on the access of women to the teaching profession, further consideration of a report on tax legislation applicable to women, a report on the occupational outlook of women in certain technical occupations, and a report by the ILO on the application of Convention No. 111 concerning discrimination in employment and occupation. The Commission made several additional requests for material for the sixteenth session, among these for a study of the effects of inheritance laws on the status of women.

The Commission recommended that its next session be held in Geneva in 1961.

The Prime Minister's Visit to Mexico

A 21-gun salute greeted Canada's Prime Minister Diefenbaker and Mrs. Diefenbaker when they arrived in Mexico City on April 21 to begin a three-day state visit. It was to be a visit in which formality was tempered by spontaneity and warmth, as the opening exchanges between the Prime Minister and President Adolfo López Mateos of Mexico attested. Six months earlier, in October 1959, President López Mateos had been the first Mexican head of state to visit Canada, and, in going to Mexico, the Prime Minister became the first Canadian head of government to visit a Latin American country.

After greeting President López Mateos and his Cabinet in both Spanish and English and inspecting a guard of honour composed of cadets from Mexico's Military Academy, the Prime Minister, accompanied by the President, Mrs. Diefenbaker and Mrs. López Mateos, drove along a twelve-mile route lined with spectators and members of the Presidential Guard to the residence of the Canadian Ambassador. There Mr. and Mrs. Diefenbaker were met by children from the Canadian Institute of Mexico (a primary school founded by a Canadian), who presented them with flowers to mark their arrival in the capital.

The official ceremonies of a state visit began next day. In the morning the Prime Minister paid tribute to Mexico's 150 years of independence and the valour of its fighting forces by laying a wreath on the Independence Monument in the heart of Mexico City. Troops and bands of Mexico's armed forces took part in this ceremony. Later in the morning the Prime Minister called at the new National University of Mexico to present a large collection of Canadian books to the library and to announce that the University would in future receive as a gift all Canadian government publications.

That afternoon the Prime Minister received an unprecedented tribute when he became the first non-Mexican ever to be admitted to membership in the Ilustre y Nacional Colegio de Abogados (college of lawyers). The Colegio, the oldest association of its kind in Latin America, recently celebrated its 200th anniversary. Mr. Diefenbaker spoke to his fellow lawyers of some of the basic international issues related to the rule of law, and noted that the choice between rule of law and anarchy had now been squarely posed to society. He went on to say:

The application of the rule of law internationally is the fundamental basis and assurance of peace, and one of the cardinal messages which lawyers throughout the world must carry to mankind is that the rule of law is synonymous with peace . . . I believe that, beginning with world-wide respect for international justice and, in the progress of time, an international control over outer space, ultimately an international police force can be established. Then and only then, will peace under law be attained.

During the day Mr. Diefenbaker took the opportunity to hold conversation with President López Mateos and with the Foreign Minister, Senor Manuel Tello



Prime Minister Diefenbaker is photographed with a group of diplomats and educators in front of the north façade of the famous Central Library of the National University of Mexico. Front row, left to right: His Excellency Rafael de la Colina, Mexican Ambassador to Canada; Dr. Nabor Carillo, President of the National University; Mr. Diefenbaker; Dr. Efraín del Pozo, Secretary-General of the University; His Excellency W. A. Irwin, Canadian Ambassador to Mexico.

to discuss trade and economic matters, cultural exchanges and international questions of common concern to the two countries. In the evening the President and his wife entertained the Prime Minister and Mrs. Diefenbaker before a symphony concert held in their honour.

Canada and OAS

Mr. and Mrs. Diefenbaker were again guests of honour at a colourful *charreada* (a Mexican rodeo) held on the morning of April 23. Later in the day, Mr. Diefenbaker met members of the Mexican press to answer questions about Canada and its relations with other countries. Asked about the possibility that Canada might join the Organization of American States (to which all independent countries in North and South America except Canada belong), the Prime Minister said:

We already have close relationships — diplomatic relationships — with the Latin American countries. Of our some 58 missions, 11 are in Latin American countries.

The meeting of the Organization of American States will take place in Quito in May of 1961, a year away. It is of interest that in addition to governments which are members of this Organization, the Council plans to invite non-members to participate in the Conference with the status of observers. This particular suggestion of the planning committee indicates a willingness that Canada in any event might be represented at Quito by an observer.

... We are a member of a number of organizations; we are a member of the Commonwealth of Nations; we are a member of NATO, and I can only say this, that any announcement of a decision in this regard would be made in Parliament but that I would not at any moment, even before a full consideration of all the pros and cons, deny the possibility that Canada's presence as an observer might some time be contemplated in any event.

That evening, at a buffet dinner given by the Canadian Ambassador, Mr. and Mrs. Diefenbaker were able to meet members of the Mexican Government, the diplomatic corps, and the Canadian community in Mexico City.

On the morning of April 24, the Prime Minister and Mrs. Diefenbaker took their leave, bringing to a close a visit which bore witness to the close and cordial ties linking Canada and Mexico.

Republic of Togo

INDEPENDENCE DAY

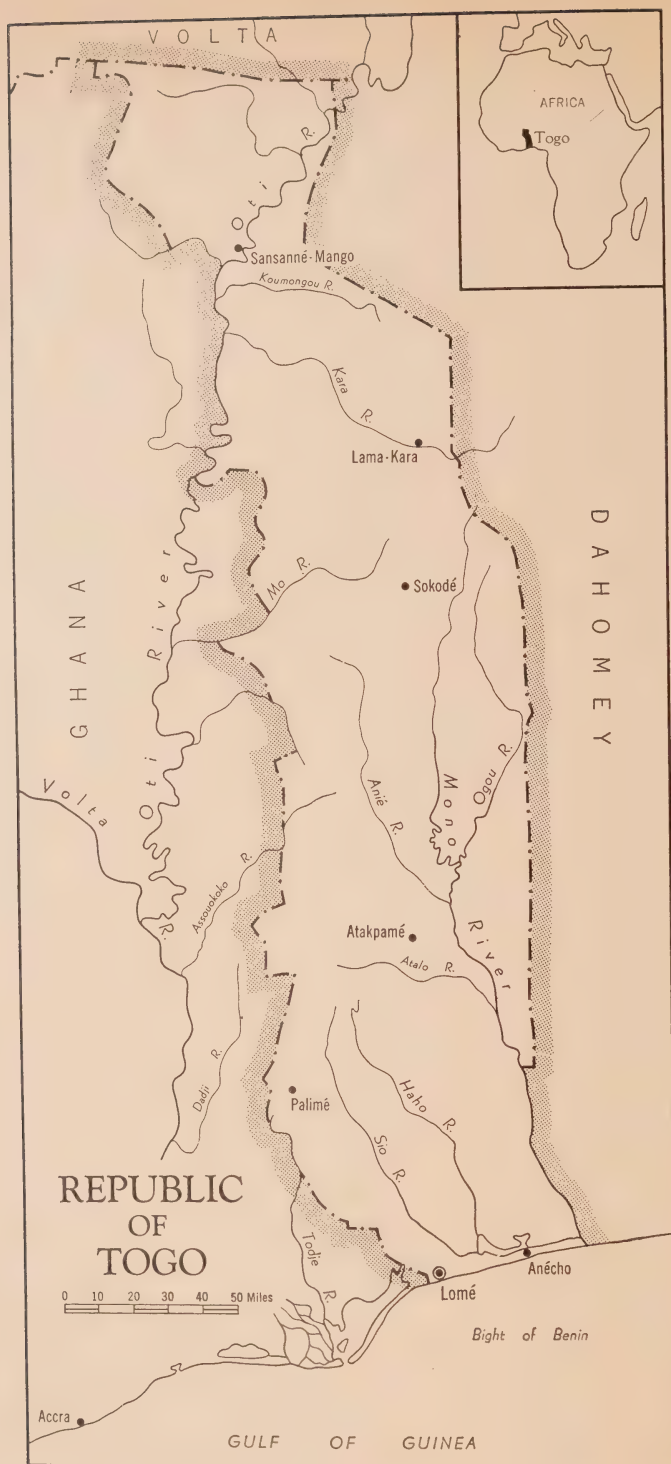
THE Republic of Togo has recently become the twelfth independent African state. After the First World War, the former German colony of Togoland was divided in two. The western region, which now forms part of the independent state of Ghana, was administered by the United Kingdom, first under a League of Nations mandate and then under the United Nations Trusteeship system. The eastern part was administered by France, and it was with the full consent and co-operation of the French Government that it achieved its independence under the name of the Republic of Togo on April 27, 1960.

To mark this event, the Government of Togo planned extensive celebrations and invited all members of the United Nations to attend them. The Canadian Government was represented at the ceremonies by Mr. Thomas LeM. Carter, Canadian Commissioner to Nigeria.

The Republic of Togo, the population of which is about one million, consists of a long, narrow strip of land stretching 400 miles north from the Bight of Benin between Ghana and Dahomey. A fine beach runs along the coast, where the country is only 30 miles wide. The capital city of Lomé (pop. 70,000) which is clean and pleasant in appearance and has several handsome modern buildings, avoids the squalor and slums that often deface larger cities. The Togolese population dress in gayly coloured African prints and present a general air of cheerfulness, in spite of the fact that Togo is one of the poorest areas of West Africa. Togo hopes to develop as a tourist country. With its fine beaches and abundant sunshine, it has, indeed, some of the characteristics of Florida or the Mediterranean Riviera; sunshine, however, is not rare in Africa, and the Togolese will need to develop something more to attract tourists.

Fifty-six countries and territories were represented at the ceremonies. All of the French-speaking African territories attended in force, their delegations including several prime ministers. Other African states were also well represented, with the exception of Ethiopia, Tunisia, Morocco and South Africa. There were five delegations from Communist countries, in comparison with eight such delegations at independence-day ceremonies in the Republic of Cameroun earlier in the year. The delegations from the United States and the Federal Republic of Germany were particularly strong; both these countries have announced their intention of opening embassies in Togo.

One of the first events was the presentation of letters of credence and ceremonial gifts to Prime Minister Sylvanus Olympio on April 25. The passage into the Prime Minister's office was lined by a guard of honour, wearing balloon trousers and red capes and armed with scimitars, that might have come straight



out of the Arabian Nights. Mr. Olympio received each delegation separately. To Mr. Carter, he expressed great pleasure that Canada had sent a representative. He warmly recalled Canada's participation in the United Nations Commission that visited Togoland several years ago. Mr. Olympio also praised the work of the Christian Brothers who conduct a secondary school, with many Canadians on the staff, at Togoville, about 30 miles from Lomé.

Proclamation of Independence

The independence of Togo was proclaimed at midnight on April 26 with a 101-gun salute and the raising of the new red, white and green flag of the Republic. The Prime Minister made a brief speech and then delegations and the population alike mingled in cheerful and enthusiastic rejoicing far into the night.

Next morning there was a parade in the new Independence Square. Parties of workers, school children, market women and other local groups marched past and there was a mass display of gymnastic drill by the children. In both the parade and the display, the children showed a remarkable sense of rhythm, their performance comparing favourably with anything that might be seen in Canada. Five or six of the chiefs who participated in the parade wore their gold crowns, some of which seemed to be modelled on the Crown of St. Edward while the design of others was inspired by the Papal Tiara.

The principal formal speeches of the ceremonies were delivered at the Chamber of Deputies on the day after the Proclamation of Independence. The first was given by Mr. Spinelli, the representative of the Secretary-General of the United Nations. He was followed by Mr. Jacquinot, who delivered the good wishes of the French Government. In discussing the economic affairs of Togo and of West Africa generally, he called upon other Western nations to join France in the task of assisting the under-developed countries of Africa. In reply, Mr. Olympio urged that emphasis be placed on economic rather than political unity, and said that it was high time a concrete practical proposal was made in the field of economic co-operation in Africa. He suggested the setting up of an organization for economic co-operation similar in form to the Organization for European Economic Co-operation. Such an association could act as a medium for important discussions and would make possible the co-ordination of efforts on specific subjects, while avoiding any interference in the internal affairs of member states. Mr. Olympio then thanked the French and the Germans for their contributions to the development of Togoland and offered the "hand of brotherly living" to other West African countries. He said that Togo felt bitterness towards no one and offered its friendship to all peoples and all nations. Togo, he declared, which only the day before had been a ward of the United Nations, would make it a point of honour to observe scrupulously all the principles that had been the force of that organization, and on which his country had always based the actions that had led it to independence. Mr. Olympio also made it plain that Togo did not intend to take sides in disputes between the East and the West.

The Republic of Togo will apply for admission to the United Nations at the fifteenth session of the General Assembly. There is no doubt that Canada will have many opportunities in the future to continue to assist this new country on its path to prosperous and stable development.



CANADIAN REPRESENTATION IN EUROPE

The Canadian Government recently raised the level of its diplomatic representation in several European countries.

On April 28, the Secretary of State for External Affairs announced the appointment of Mr. J. A. McCordick as Minister to Czechoslovakia. He will succeed Mr. A. J. Andrew, who has been Chargé d'Affaires *ad interim* of the Canadian Legation in Prague since July 1957. Since the Legation was opened in Prague in 1947, it has been directed by a succession of Chargés d'Affaires *a.i.*, and Mr. McCordick will be the first Minister the Canadian Government has accredited to Czechoslovakia. He will proceed to Prague in mid-June.

It was decided by the Government of Canada and the Government of the Polish People's Republic that their respective diplomatic missions in Warsaw and Ottawa should be raised from Legation to Embassy status. Mr. G. H. Southam, who has been Chargé d'Affaires *ad interim* of the Canadian Legation in Warsaw since March 1959, presented his Letters of Credence as Ambassador of Canada to the Chairman of the Council of State of the Polish People's Republic on May 21.

The Government of Canada has also agreed with the Government of Iceland and the Government of Luxembourg to raise their respective Legations in Ottawa, Reykjavik and Luxembourg to the status of Embassies.

The Legations of Finland and Canada in Ottawa and Helsinki were raised to Embassies. Mr. Arthur Lehtinen, who had been Chargé d'Affaires *en pied* since 1959, presented his Letters of Credence as Ambassador of Finland on April 13.

These changes can be seen as an indication of closer relations between Canada and the European countries concerned, and as evidence of a mutual desire to have these relations develop further in the future.

External Affairs in Parliament

U-2 Incident

In reply to a question asked in the House of Commons on May 11 as to whether U-2 aircraft of the United States Air Force had made "a series of weather flights over Canada" and, if so, whether such flights had been made "as the result of special arrangements with the Canadian Government, which preclude using Canadian bases as take-off points for flights to the Soviet Union", the Secretary of State for External Affairs, Mr. Howard C. Green, made the following statement:

. . . No such planes have ever operated from a Canadian air base. That was made clear by the Minister of National Defence in a statement which he issued yesterday afternoon, and it has also been confirmed in Washington today by Mr. Lincoln White as spokesman for the State Department. Furthermore, no such plane as the plane described here as a spy type has ever landed in Canada. Apparently the main type of U-2 plane is one which is designed for high flying, and is used for meteorological and radiological sampling. Such planes carry United States Air Force markings and are flown by United States Air Force pilots, neither of which fact pertains in the case of the plane which came down in the Soviet Union.

One of the planes which is used for meteorological and radiological sampling made a forced landing north of Prince Albert on March 15, 1960. It was on a routine flight, the purpose of which was upper atmosphere meteorological and radiological sampling. It was returning from a point over Liverpool Bay near the mouth of the Mackenzie River, and had not proceeded beyond North American air space. The flight in question was one of a series of scientific flights to obtain precise information about clear air turbulence, upper air cloud formations, jet streams and radiation in the upper atmosphere. The aircraft have been unarmed and all flights have been cleared in the normal manner. This is not only a matter of the planes being cleared and flight-plans being filed, but also the making of reports during flight and when the plane returns to the United States.

As I have said, one such plane crashed north of Prince Albert on March 15, 1960. There is no question about its *bona fides* in the case, that it was such a plane and not one engaged in flying over the territory of any other country. I am further informed that these particular U-2 planes do not have the flight range to be able to fly from the United States over Canada and thence over Soviet territory. . . .

On May 13, in reply to an enquiry whether "the use of Canadian air space is denied to United States planes of the U-2 type at this time", Mr. Green said:

I explained to the House the other day that the only type of U-2 planes which fly over Canada are those engaged in meteorological and radiation activities, and that they are duly cleared each time, with a flight plan being filed; reporting as they carry out their mission; reporting as they come back, and reporting when they leave Canada. This, as I said, is the only type of U-2 plane that is using Canadian air space.

. . . The Honourable Member is asking if they do not operate from United States bases on Canadian soil, and I say not the spy type of plane. Of course the planes doing meteorological and radiation work would fly from the United States. As I pointed out, this is not the type of plane that was over Russia. I explained that these planes have United States Air Force markings and they are operated by United States Air Force personnel. This was not the case with the plane that was over Russia.

Summit Conference

On May 18, the following statement on the failure of the attempt to hold a "summit" conference in Paris was discussed in the House of Commons by Prime Minister Diefenbaker as follows:

I think I should say a word at this time regarding the abrupt termination of the summit meeting in Paris. There was an opportunity for progress and improvement at this meeting which had awakened the hopes of millions of people throughout the world. For reasons of his own, reasons which I think all members of this House regard as totally unjustifiable, Chairman Khrushchov has refused to meet with the other participants. By so doing he ended, before the session had properly begun, all hopes of achievement at this Conference.

Any cause for complaint which the Soviet leader may have felt had been removed by President Eisenhower's assurances on May 16 that over-flights had been stopped and would not be resumed. The President did this even though there was no indication that the Soviet Union was willing to give equal assurances that objectionable activities for which it was responsible would also end.

There have been periods in the past when East-West relations were characterized by sustained acrimony, but recently it had been the expectation of people everywhere in the world that we were moving into a better era where we would solve our problems by reasonable negotiation. I think I express the views of all Hon. Members of this House when I say that despite the tragic international drama of yesterday and the developments of the last few days, mankind has not been thrown all the way back into the frightening gloom of the cold war.

The NATO Council will meet tomorrow. The NATO powers have been working and will continue to work toward the establishment of good relations

between East and West as a basis for negotiation and settlement. It remains essential that despite the admitted setbacks of the last few days, efforts to make progress toward peace and security must not be abandoned, for the return to cold war will be as detrimental to East and West, as a relaxation of tensions will be beneficial to both.

There are only two ways in which our differences can be settled. We in the West believe in negotiation. With the collapse of the summit meeting I believe it more imperative than ever that negotiations be continued in Geneva on disarmament and on the suspension of nuclear weapons tests.

These events of the last 48 hours have confirmed the need for the Western nations to remain on guard. We are now entering a period of reassessment and re-examination. The roseate hopes of the last few months have certainly been clouded in the last few hours. This is a time, however, for review and reflection, not for provocation or incitement. We should shortly learn the attitude that the Russians will adopt on disarmament, on the nuclear-test talks, on Berlin and on the expansion of trade and cultural contacts. When we learn this we will know whether or not future relations will be determined in the same abrupt manner that was displayed by Chairman Khrushchov in Paris.

The restraint and dignity and high sense of purpose with which the Western leaders attempted to overcome the difficulties which Mr. Khrushchov had put in the way deserve recognition and support. I want to associate the Canadian Government with the views of the three Western leaders as expressed in the communiqué just issued. The words they used were these:

They regret that these discussions, so important for world peace, could not take place. For their part they remain unshaken in their conviction that all outstanding international questions should be settled not by the use or threat of force but by peaceful means through negotiation. They themselves remain ready to take part in such negotiations at any suitable time in the future.

Speaking again for the Canadian Government I wish to say that we are ready to do anything we can appropriately do to further this policy as enunciated by the Western leaders.

Finally, however deplorable Mr. Khrushchov's action in Paris, he is mistaken if he thinks he can divide the West by such tactics. On the contrary, his tactics have already served to strengthen the resolve of the Western countries to remain united. . . .

APPOINTMENTS AND POSTINGS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. L. Houzer posted from Ottawa to the Canadian Embassy, Santiago. Left Ottawa May 2, 1960.
- Mr. A. B. Roger posted from the Canadian Embassy, Rio de Janeiro, to Ottawa. Left Rio de Janeiro May 3, 1960.
- Mr. J. A. Beesley posted from the Canadian Embassy, Tel Aviv, to Ottawa. Left Tel Aviv May 3, 1960.
- Mr. M. H. Coleman posted from the Office of the High Commissioner for Canada, Karachi, to Ottawa. Left Karachi May 10, 1960.
- Mr. R. W. Nadeau posted from Ottawa to the Canadian Embassy, Rio de Janeiro. Left Ottawa May 10, 1960.
- Miss E. M. Stock posted from the Canadian Embassy, Mexico City, to Ottawa. Left Mexico May 13, 1960.
- Mr. A. D. Small posted from the Canadian Embassy, Bonn, to Ottawa. Left Bonn May 16, 1960.
- Mr. R. M. Robinson posted from Ottawa to the Canadian Embassy, Bogota. Left Ottawa May 16, 1960.
- Mr. W. F. S. Beattie posted from Ottawa to the Canadian Embassy, Bonn. Left Ottawa May 20, 1960.
- Mr. G. K. Grande posted from the Canadian Military Mission, Berlin, to Ottawa. Left Berlin May 23, 1960.
- Mr. J. E. Brossard posted from the Canadian Embassy, Bogota, to the Canadian Embassy, Port-au-Prince. Left Bogota May 27, 1960.
- Mr. L. J. Wilder posted from Ottawa to the Canadian Embassy, Athens. Left Ottawa May 29, 1960.
- Mr. K. B. Williamson posted from the Canadian Embassy, Santiago, to Ottawa. Left Santiago May 31, 1960.

EXTERNAL AFFAIRS

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A Neighbourly Visit

THE PRIME MINISTER and Mrs. Diefenbaker received a warm welcome in Washington on their arrival at noon on June 3 for a brief visit as the personal guests of President and Mrs. Eisenhower. At the airport, they were greeted by the Secretary of State and Mrs. Herter and the Prime Minister was honoured with a 19-gun salute. Following a review of the honour guard, the Prime Minister thanked Mr. Herter for the "magnificent and touching welcome" and described the purpose of his visit in the following terms:

If I may put it simply, this is just a call on a friend and to a friendly country. In a world of discord these two nations have neither legacies of hatred nor walls of suspicion. We understand each other.

It is good that leaders in the free world should consult, for there is no substitute for the personal visit among those holding positions of responsibility in the world today, and I came here to talk things over.

The Prime Minister noted that Canada had fully discharged its responsibilities as a member of NATO and added:

We join in the view held by you that no decision by directorates or modern triumvirates around the great green tables of negotiation shall be made without consultation with all the member nations. We must maintain our unity and strengthen it, and while striving for peace must maintain our defences against the propaganda of delusive ideas and the dangers of accurate missiles.

Following the arrival ceremonies, the Prime Minister and Mrs. Diefenbaker were escorted to the President's guest house.

The afternoon of June 3 was devoted to an informal and frank exchange of views between Mr. Eisenhower and Mr. Diefenbaker on a variety of topics, including the failure of the summit conference, future NATO policies, disarmament and bilateral relations between Canada and the United States.

In the evening, the Prime Minister and Mrs. Diefenbaker received the chiefs of mission of the Commonwealth countries and their wives and later attended a state dinner given in their honour by the President at the White House.

The Prime Minister and Mrs. Diefenbaker left Washington on the morning of June 4 by air for Winnipeg after release of the following joint communiqué:

The Prime Minister of Canada, the Right Honourable John G. Diefenbaker, and the President of the United States have consulted on a wide range of subjects of both an international and bilateral nature. The Canadian Ambassador at Washington and the Secretary to the Canadian Cabinet assisted in the discussions, together with the United States Secretary of State and the United States Ambassador at Ottawa.

The Prime Minister and the President were in agreement on measures which should be taken to maintain the security of the free world. They reaffirmed their determination to continue to work for peace with justice. Particular attention was paid to the importance of achieving, with effective international control, an end to nuclear testing and progress toward general disarmament.

The Prime Minister and the President reviewed the course of relations between their countries during recent years and noted with pleasure the extent to which the problems arising in such relations have yielded to the process of friendly and continuing consultation. The



Prime Minister Diefenbaker (left), Mrs. Diefenbaker and President Eisenhower pose for the camera before a state dinner at the White House, Washington, D.C.

considered that satisfactory means of carrying on such consultation have been established in personal exchanges as well as by regular diplomatic arrangements and the various joint committees that have been created. They expressed their belief that there has been established between the two countries a model for the relationship between neighbours.

On June 6, the Prime Minister reported to the House of Commons on his visit to Washington. After expressing particular appreciation for the warmth of President Eisenhower's welcome, he referred to some of the matters which they had discussed.

Relations with the Soviet Union

On this question, the Prime Minister stated:

We found ourselves in agreement with regard to the circumstances which led to the summit failure and also the position which the Western nations should now adopt individually and within the NATO alliance in their relations with the Soviet Union. The need is to establish and preserve an equilibrium between the maintenance of defensive preparedness

on the one hand and on the other a continued readiness to retain existing contacts with the Soviet world and extend those contacts on the basis of mutual agreement whenever the opportunity arises.

Future Policies of NATO

The Prime Minister informed the House of Commons that he had suggested to the President that recent international events had increased the urgency of undertaking the study of long-range planning for the 1960's proposed at the Ministerial Meeting of NATO in December 1959 by the United States Secretary of State, and that NATO Governments should "give early and serious attention to the holding of a meeting at heads-of-governments level, in order that those who have the responsibilities of leadership may join in a collective effort to establish and sketch new lines of endeavour for NATO in the years ahead."

The Prime Minister noted further that he had informed President Eisenhower that, if it were agreed that such a meeting should take place, he "would be prepared to extend invitations to the NATO leaders to hold that meeting in Canada."

Open-Skies Proposal

The Prime Minister also indicated that he had discussed with the President the latter's "open-skies" proposal for a system of aerial inspection as a means of removing the threat of surprise attack and had stated that, if the proposal were advanced in the United Nations, Canada would co-sponsor an appropriate resolution.

Bilateral Relations

The Prime Minister reported that he had discussed with President Eisenhower various aspects of policies affecting the two countries jointly, including continental defence and problems in the trade and economic fields. "We spoke frankly", the Prime Minister continued "about the concern that Canadians feel over recent United States wheat-surplus disposal policies which could damage Canadian wheat export markets, particularly in Latin America and Africa."

The Prime Minister concluded his report by calling attention to the last paragraph of the communiqué. This paragraph, he said, summed up the general feeling and attitude shown during his discussions with the President. The Prime Minister also reiterated his appreciation for everything that was done to demonstrate the feelings of the United States towards Canada.

Ten-Nation Disarmament Committee

THE present negotiations in the Ten-Nation Disarmament Committee, which began on March 15, 1960, are the latest in a series which has been going on for the greater part of the period since the end of the Second World War. Up to 1957, the most important of these negotiations took place in the Disarmament Sub-Committee of the United Nations Disarmament Commission. The members of the Sub-Committee were Canada, France, the United Kingdom, the United States, and the U.S.S.R., in other words, nations were included as members of the Sub-Committee either because they were major military powers or because they had contributed directly to the development of atomic weapons or for both reasons. The Sub-Committee did useful work in clarifying the issues between East and West, and much of the present negotiations can only be understood by reference to the experiences of the negotiations up to 1957. However, the work of the Sub-Committee came to a halt late in 1957, largely because of Soviet dissatisfaction with the unequal composition of the Sub-Committee, in which the Soviet representatives depicted themselves as outnumbered four to one.

In 1958 a new approach was made that involved the discussion of two separate aspects of disarmament, surprise attack and nuclear tests, in separate conferences outside the organizational framework of the United Nations Disarmament Commission. The surprise-attack negotiations soon failed because of a basic difference of approach, but the nuclear-test negotiations have continued, so that now, after nearly two years of negotiation, the three participating countries are reasonably close to agreement on a limited treaty on nuclear tests.

A Test Ban

An important connection exists between the nuclear-test negotiations and the general negotiations on disarmament proceeding in the Ten-Nation Committee. A treaty banning nuclear-weapon tests could be of great importance as a first step in the direction of disarmament, particularly as it would embody the first international control system to have been agreed on between East and West. Moreover, it would be an important means of checking the spread of nuclear weapons beyond the four countries that have so far developed them. These effects could have a significant bearing on developments in the Ten-Nation Disarmament Committee.

When the foreign ministers of France, the United Kingdom, the U.S.A. and the U.S.S.R. met in Geneva in July 1959, they agreed to revive general disarmament negotiations in a new negotiating body, which was to have an equal representation from the East and the West. Thus Canada and Italy were invited to join the United Kingdom, the United States and France to form the five Western members of the Committee, while four of the Soviet Union's allies in the

Warsaw Pact were invited to balance the composition of "the Ten-Nation Disarmament Committee", so-called.

Apparent Improvement

The Canadian Government accepted the invitation to serve on this Committee, with a determination to take every possible advantage of this new opportunity for progress in disarmament. At that time, in the autumn of 1959, the international atmosphere seemed to have improved considerably and the new negotiating body, since it was composed on the basis of parity between East and West, was thought to be more acceptable to the Soviet Union. Furthermore, the nuclear-test talks were making slow but steady progress. At the same time, the rapid advance of arms development had increased the pressure for the renewal of serious negotiations on disarmament. The whole weight of public opinion had been thrown on the side of early agreement as a means of increasing international security, reducing tension, and incidentally easing the heavy burdens that preparations for defense had placed on all nations.

The Canadian Government was not entirely satisfied with the detailed arrangements that had been made to relate the work of the Ten-Nation Committee to the United Nations. The Committee had been set up outside the organizational framework of the United Nations, which under its Charter has a primary interest in and responsibility for disarmament. Nevertheless, it seemed that the Committee could pave the way for a sound approach to the problems of disarmament and that, at the same time, ways could be found for preserving the principle of United Nations responsibility. The approach through the Committee was as though two members of the United Nations, following the provisions of the Charter, had decided to negotiate their differences bilaterally in the hope of furthering the purposes and principles of the Charter. (This was consistent with Article 33 of the Charter.) Progress in the negotiations could be reported to the United Nations and any agreement arrived at could ultimately be incorporated into the United Nations framework.

Canada Stresses Urgency

Having agreed to participate in the Ten-Nation Committee, the Canadian Government laid strong emphasis on the importance of its getting to work at once, so as not to lose any advantage from the apparently favourable international atmosphere that existed during the second half of 1959. Canadian spokesmen also emphasized the need for early attention to nuclear disarmament. While recognizing the need for a balance between conventional and nuclear disarmament, and the need for a reduction of armaments by stages throughout which the security of all the nations involved had to be preserved, the Government took the view that these important considerations should not prevent the Ten-Nation Committee from coming to grips with the formidable problems of nuclear disarmament, especially with a view to forestalling an armaments race in outer space. This policy involved the recognition that it was the devastating weapon

of mass destruction, with their swift means of delivery, that had produced profound anxiety and increased tension in the world.

UN Responsibility

Thus, when representatives of the five Western members of the Committee met late in January 1960, in Washington to prepare Western disarmament proposals, the basis of the Canadian position was that serious negotiations should be entered upon as quickly as possible, including negotiations on the subject of nuclear disarmament, and that the principle of the ultimate responsibility of the United Nations for disarmament must be preserved throughout the process of negotiation. The preparatory talks in Washington lasted until the beginning of March. In the end, a plan emerged, which, in form and, to a considerable degree, in substance, was similar to the proposals Mr. Selwyn Lloyd had put before the General Assembly of the United Nations the day before Mr. Khrushchov launched his plan for "general and complete disarmament". Although the Canadian Government was not satisfied that the proposals in their final form had paid sufficient attention to the United Nations or the problems of nuclear disarmament, the Government accepted them as a satisfactory position for initial negotiating.

Stalemate

On March 15, the Ten-Nation Disarmament Committee began its sessions in Geneva. These continued until April 28, when the Committee went into recess for the "summit" talks. The Soviet side pressed steadily for the adoption in principle of the plan which Mr. Khrushchov had put forward. The Western powers had their plan too, but they tried to bring the discussion down to specific measures. During the first six weeks of the negotiations the opposing sides stuck firmly to their positions. Discussion, therefore, became increasingly repetitious and progress practically ceased. Generally speaking, the Western side rejected the Khrushchov plan on the ground that its proposals were unrealistic and uncontrollable, while emphasizing that the West shared with the Soviet side the ultimate goal of general and complete disarmament under effective international control. The Eastern delegations, on the other hand, criticized the Western proposals on the ground that they did not involve *real* disarmament but were merely an attempt to impose "control over armaments". The fundamental difference was in no way resolved at the time of the recess. In addition there were other differences between the Eastern and Western countries on such questions as the level of conventional forces and armaments, the problem of controlling nuclear disarmament, the question of the best approach to the problem of preventing an arms race in outer space, the details of the international disarmament organization for which provision was made in both the Eastern and Western proposals, the questions whether it was possible to fix a time-table for the accomplishment of general and complete disarmament and whether there would be a need for improved machinery to maintain peace in a disarmed world.

This recital of differences emphasizes the unsatisfactory state negotiations had reached when the time came to recess for the summit talks. Briefly, each side had completed the process of explaining its own proposals and rejecting those of the other side. The main arguments had been used over and over again. In the last few days before the recess, attempts were made to reach agreement on a statement of principles of disarmament, which presumably would have represented the completion of the initial stage of negotiations and have permitted the negotiators to proceed to the next stage and come to grips with specific measures. It was the Canadian view that one of the results of the summit conference should have been a directive or recommendation to the Ten-Nation Committee to dispose of the argument over principles and begin negotiations on specific measures.

Regaining Momentum

On his return from the NATO Ministerial meetings in Istanbul, the Secretary of State for External Affairs indicated to the House of Commons on May 9 a number of ways in which the momentum of the negotiations might be regained. He suggested that the progress made to date by the Disarmament Committee had not been very satisfactory, and said that the Canadian Government was anxious that there should be a great deal more accomplished when the Committee resumed its sittings early in June. He continued:

"At this first meeting I urged upon the other four Western foreign ministers that everything possible must be done to get these negotiations moving; that it was very important to demonstrate to the five Eastern nations on this ten-member Committee and also to all other nations of the world that the West is very serious in its attempt to bring about a disarmament agreement.

Specific Measures

"We made several suggestions which perhaps would be of interest to the House. One was that the summit meeting should give direction to the ten-member Committee, that instead of discussing further the general issues they should commence to discuss specific measures of disarmament. Mind you, that would mean that these directions would come from President Eisenhower, Prime Minister Macmillan, President de Gaulle and Premier Khrushchov. We had in mind a joint declaration or recommendation, whatever you wish to call it, should be made to the disarmament negotiators.

"Also we suggested that an attempt might very well be made to work out package deals, that is, take one measure of disarmament in which the West was interested and one of equivalent importance in which the East was interested and try to make a package deal with regard to these two particular aspects of disarmament. For example, the West might offer to negotiate a controlled limitation on force levels and related conventional armaments if the U.S.S.R. side would agree to negotiate on the nuclear disarmament measures in stages one and two of the Western plan.

"We believe this is a practical way to get things moving, and if package deals of that kind could be made in several instances the first thing we would know there would be a worth-while disarmament agreement.

Informal Talks Desirable

"Then we also suggested that when the Disarmament Committee meets again there should be certain informal off-the-record meetings of the negotiators. To date they have been having formal meetings, records are kept and then after a matter of a few weeks the whole record is published, which means, as I am sure all Parliamentarians will understand, that there is a great deal of talking for the record. We think it would be very useful if the negotiators could get into a huddle from time to time and really try to work out something among themselves. We do not say there should be no more formal meetings, but we think formal and informal meetings would be very beneficial. We hope there will be recommendations of this kind made by the Summit to the ten-member Committee.

"Our suggestions were received very well by the other Western foreign ministers and also, when the NATO Council met, they were favourably received in the deliberations of that Council."

Since the summit meeting did not take place, the directive to the Ten-Nation Committee the Canadian Government had hoped would be forthcoming was never given. The two sides in the negotiations, which resumed on June 7, are now seeking to determine whether, in spite of the discouraging turn in international events recently, progress in disarmament will nonetheless still be possible. On June 2 the Soviet Government made public a new set of proposals, which were evidently those it had intended to present at the summit meetings. The Western nations promised to give these proposals serious consideration in the Ten-Nation Disarmament Committee and this process has now begun. In explaining the Canadian view of the present state of the disarmament negotiations, the Secretary of State for External Affairs made the following statement in the House of Commons on June 15:

Whole World Involved

"In the Canadian view it is important that in these negotiations all ten nations represented on the Committee should lose no opportunity to explore every possible avenue of progress in disarmament. The Canadian delegation has constantly in mind, and tries to make certain that the whole Committee bears in mind, that not only two nations, or ten nations, but all the nations of the world, are vitally interested in disarmament. It is certain that the members of the Committee will be held to account by the other nations of the world if they neglect opportunities for progress in disarmament.

No Hasty Reaction

"It was in this spirit that the Prime Minister replied to Mr. Khrushchov's letter forwarding the latest Soviet proposals. The Canadian Government wanted

these proposals to receive a patient and searching examination in the Ten-Nation Committee, as marking the opening of a phase of detailed, business-like and uninterrupted negotiations. We believe that there should be no hasty, ill-considered reaction to the new Soviet proposals, but the most careful and constructive examination of these proposals in the Committee which circumstances permit. General Burns has been instructed accordingly and I am happy to say that the other members of the Western five on the Committee fully share this view. I am particularly glad to report this unanimous view of the Western representatives because, as the House is aware, the members of the Western group have had their differences from time to time in the past. The Canadian delegation, for its part, has, on several occasions, been instructed to present views contrary to those expressed by other members of the Western five, whenever this seemed warranted. We should not hesitate to authorize the Canadian delegation to follow a similarly independent line again if circumstances so dictated. But for the present, no such need exists, and M. Moch has rightly stressed the solidarity of the Western five. The Western five have advanced their proposals some time ago, and indicated their willingness to enter upon detailed negotiations. The Eastern nations are now speaking in support of the new Soviet proposals of June 2, and have indicated that these provide a basis for negotiation. These latest proposals are now being further explained by the Eastern countries, partly as a result of questioning by the Western members of the Committee. In the course of this clarification on June 9, General Burns pointed to several examples of ways in which the new Soviet proposals represent an advance over earlier Soviet positions -- for instance, with respect to the prohibition of weapons of mass destruction in outer space, the control over launching of rockets for peaceful purposes, the provisions for a joint study of the cessation of production of nuclear weapons and destruction of stockpiles; and the inclusion of measures for peace-keeping machinery in accordance with the United Nations Charter. In making this statement, General Burns emphasized that the Canadian delegation wished to approach the new Soviet proposals in the most constructive way. He chose the examples I have mentioned because they are among the measures to which the Canadian Government attaches special significance.

Balancing Concessions

"It is my view that the time has come, perhaps through an examination of equivalent features of new Soviet proposals and the Western proposals, to begin a process of negotiation of balanced concessions. This was the sort of 'package' approach to which I referred earlier in the House, when I reported on the NATO Ministerial meeting at Istanbul. I should like to emphasize, however, that by 'package', I do not mean that the one side or the other should hold out for its present proposals on an all-or-nothing basis; the packages I have in mind, as I have tried to explain, are smaller and would contain immediately negotiable provisions of equivalent significance to both sides. The goal would remain general

and complete disarmament under effective international control, but it would be accomplished by a stage-by-stage process, throughout which concessions would be balanced in such a way that neither side would obtain a temporary military superiority. For the first time in these negotiations, the Soviet delegation has admitted that there will have to be some sort of international machinery to maintain peace in a disarmed world. The proposals are also considerably more detailed and therefore less obscure than the proposals Mr. Khrushchov made to the General Assembly of the United Nations in 1959. They also make some provision for the initiation of a process of study before measures of disarmament are actually taken. This is important because no responsible government will agree to any disarmament proposal, much less a complex of disarmament measures, until it has reached a clear understanding with the other governments concerned of the exact implications of agreement. Therefore, I believe that attention should now be given to the possibility of negotiating on parts, if not on the whole, of the two plans. In the course of the next few days in Geneva, General Burns will be making suggestions as to how this necessary process might be undertaken through joint studies."

World Refugee Year

WORLD Refugee Year, which began on June 28, 1959, and ended on June 30, 1960, was conceived by a group of citizens in the United Kingdom, who persuaded their Government to sponsor the project in the United Nations. On December 5, 1958, a large majority of the UN General Assembly, including Canada, resolved to give UN support to the idea. WRY had two major aims:

- (1) To focus interest on the refugee problem and to encourage additional financial contributions from governments, voluntary agencies and the general public for its solution;
- (2) to encourage additional opportunities for permanent refugee solutions, through voluntary repatriation, resettlement or integration, on a purely humanitarian basis and in accordance with the freely-expressed wishes of the refugees themselves.

With a few weeks remaining before the end of the designated period, it appeared evident that substantial progress would be made through the WRY programme, in which some 76 nations and 12 territories had participated, toward the solution of several major refugee problems.

Progress in the International WRY Programme

The budget of the United Nations High Commissioner for Refugees for the 1959 regular programme was \$4.7 million, for 1960 it is \$12 million, and for 1961 a level of \$6 million has been proposed. The additional funds available to the High Commissioner resulted from the sharp increase in regular contributions he had received as a result of World Refugee Year. The United Nations Relief and Works Agency for Palestine Refugees also hoped to receive special contributions during World Refugee Year amounting, perhaps, to \$4 million.

Besides the above, governments had, by April 1960, announced special World Refugee Year contributions totalling \$11.5 million. The various national committees for World Refugee Year had announced a total target for WRY of some \$45 million, of which more than \$16 million had actually been collected. Over \$27 million, therefore, had in fact been raised by April for World Refugee Year purposes. Not all of the special funds contributed will be available to the regular programmes of the UN refugee agencies, since substantial amounts will be directed toward assisting those groups of refugees not within the formal mandate of the High Commissioner for Refugees or the UN Relief and Works Agency. The availability of financial resources on such a scale for refugee assistance programmes is certain to have a global impact on the refugee problem.

Two months before the end of the designated period, the High Commissioner was able to report that, in view of the success of the WRY appeal, it was already possible to envisage final satisfactory solutions to a number of refugee problems. He stated that by the end of 1959 a total of more than 70,000 refugees had

benefited from the regular programmes his office had carried out since 1955. These did not include the emergency programmes such as that now being carried out among the refugees from Algeria in Tunisia and Morocco. He indicated that real progress had been made in camp clearance and, by the beginning of 1960, the number of refugees in European camps had been reduced to 21,600, from the 30,000 estimated to be living in them at the beginning of 1959. In the early months of 1960, the number has been further reduced, and this process is expected to continue at a rapid rate throughout the year. The closing of all camps in Italy and Greece is now in sight. By the end of 1960, it is hoped that the refugee camps in Austria will have been cleared. During 1961, it will be the objective of the High Commissioner to make final arrangements for emptying virtually all refugee camps under his mandate in Germany, although some of those may not be closed until somewhat later. At the present time, there are more than 100 such camps of direct concern to the High Commissioner in Greece, Italy, Austria and Germany.

Unsettled Refugees

In addition to the refugees housed in camps, there are, under the High Commissioner's mandate in Europe, some 90,000 unsettled refugees living elsewhere. Among both groups there is a large proportion of persons who suffer from a handicap of some sort. Of the unsettled refugees outside camps it is estimated that approximately 30,000 are burdened with a physical or social handicap for which they will require special assistance during the process of rehabilitation. Many of this group are living in unsatisfactory conditions that are little better than those endured by the refugees remaining in camps. With the virtual elimination of the European refugee camps by the end of 1960, the High Commissioner expects that he will be able to concentrate more of his efforts in Europe on assistance to unsettled refugees, particularly those with handicaps, living outside the camps. At the same time, it appears probable that the progressive reduction of the European refugee problem as a whole will permit the High Commissioner to devote a greater share of his resources to the struggle against major refugee problems elsewhere in the world.

The High Commissioner has reported encouraging progress in carrying out the emergency programme undertaken in co-operation with the League of Red Cross and Red Crescent Societies for the relief of refugees from Algeria in Tunisia and Morocco. The number of these is more than 200,000. For the most part they are women, children and elderly men. Since most of the refugees hope ultimately to return to their homes in Algeria, the assistance programme is one of maintenance and shelter rather than of permanent resettlement. Because of a marked increase in donations earmarked for the programme of assistance to them, the High Commissioner has been able to report that the grave situation of last summer and fall, particularly as regard the children, has shown definite improvement. Pending a final solution of the problem of these refugees, the High



A refugee family from Eastern Europe meets the Canadian Ambassador to the Federal German Republic, Mr. E. M. Reid (left foreground), at the Canadian Embassy, Bonn, shortly before their departure for Canada. This was one of 100 such families, each with one member suffering from tuberculosis, that were flown to Canada under special World Refugee Year arrangements.

Commissioner and the League of Red Cross and Red Crescent Societies are continuing their joint efforts to improve their present living conditions.

In Asia the High Commissioner has been assigned by the United Nations General Assembly a measure of responsibility for two groups of refugees. There are perhaps 8,000 refugees of European origin in China whom the High Commissioner, in co-operation with the Inter-governmental Committee for European Migration, is attempting to re-locate elsewhere. There are also more than 1,000,000 refugees from China crowded into the tiny British colony of Hong Kong.

Chinese Refugees

The relocation of the refugees of European origin in China was given a high priority in the World Refugee Year programme since it was believed that this task could be completed rapidly (perhaps by early 1961). Unfortunately, the project has been progressing more slowly than was expected, partly because of difficulties in processing the refugees, many of whom require medical treatment in Hong Kong before they can be transported overseas to new homes. Nevertheless, it is hoped that the additional funds available during World Refugee Year

will permit the early resettlement of all those who have not yet been moved. The High Commissioner's resources in this area could thus be concentrated on the Chinese refugees in Hong Kong.

These people present one of the most difficult problems of the kind in the world today. The Government of Hong Kong is spending \$250 million on emergency shelter for the refugees and has already housed more than 300,000. Much remains to be done, however, and special contributions during World Refugee Year, which have been earmarked for the Chinese refugees, should do much to assist the Government of Hong Kong to carry out a number of special projects in conjunction with the High Commissioner for Refugees. Although World Refugee Year has focussed attention on the plight of the Chinese refugees in Hong Kong and the High Commissioner for Refugees has now been authorized to consider possible measures, such as the establishment of a revolving-loan fund, for increasing the assistance to them, an early permanent solution to this problem is not now foreseeable.

The problem of the Palestine refugees presents similar difficulties. Until a general political settlement is reached in the Middle East, it is doubtful that a permanent solution to it can be achieved. The UN Relief and Works Agency for Palestine Refugees must, in the meantime, provide food, shelter and clothing for approximately 1,000,000 displaced Arabs. The money contributed to UNRWA during World Refugee Year will be used for vocational training programmes and other projects, including relocation in other lands, leading to permanent solutions to the problems of as many of these persons as possible. The continuing programme of maintenance will, on the other hand, be financed solely from regular budgetary contributions to UNRWA and not from WRY contributions.

Although final reports concerning the programmes of individual participating countries will not be available until after the end of WRY, preliminary reports indicate that several countries have already recorded remarkable success in their campaigns to raise funds from private sources. For example, some \$3 million has been donated privately in Sweden and in Norway the sum so far collected is \$1,800,000. In the United Kingdom, close to \$8 million has been raised and it is hoped that over \$11 million will have been contributed privately before the end of World Refugee Year.

One of the most notable advances achieved during the WRY has been the progress made in the resettlement of handicapped refugees. A number of countries including the United Kingdom, New Zealand, Australia, Canada, and the countries of Scandinavia have instituted programmes for the admission of refugees suffering from various disabilities.

As a contribution to World Refugee Year, Yugoslavia and Greece have ratified the United Nations Convention on the Status of Refugees and 17 other governments are giving active consideration to this step. The Convention specifies the civil rights which refugees should enjoy in their new countries of residence.

World Refugee Year Programme in Canada

From the outset Canada has actively supported the World Refugee Year programme. On September 24, 1959, the Secretary of State for External Affairs announced in the UN General Assembly that, as a special contribution to World Refugee Year, a substantial number of refugees suffering from tuberculosis would be brought, with their families, to this country, the Canadian Government bearing the costs of transportation, hospital treatment and maintenance. At a subsequent press conference, Mr. Green stated that the number of families involved would be at least 100. They would be selected from refugee camps in Europe, in co-operation with the High Commissioner for Refugees. As arrangements for the admission and treatment of the tuberculosis refugees and their families were developed, a number of provincial governments volunteered to accept some or all of the costs of hospitalization in connection with the project. The Federal Government agreed to underwrite all other expenses, including, where necessary, the maintenance of dependents until the families were reasonably able to support themselves.



Four-year-old Yugoslav refugee Grozdana Govic descends the ramp from the plane that brought her family to Saint John, New Brunswick. With her is her mother, Mrs. Pavel Govic. The Govic family came to Canada from the Latina refugee camp in Italy, where Grozdana was born, under the Canada's World Refugee Year project of welcoming 100 displaced families with one member suffering from tuberculosis. Grozdana's father, Pavel Govic, a former fisherman, is the tuberculous member of the family.

The 100 families arrived in Canada within a few months after Mr. Green's announcement, prompting a senior representative of the High Commissioner for Refugees to remark that never before in his experience had a project of this type been carried out so rapidly. The High Commissioner for Refugees hailed Canada's decision as an undertaking unique in the annals of post-war refugee resettlement, since it was the first time that any country outside Western Europe had agreed to accept tuberculous refugees from the European camps and to meet the full expenses of their rehabilitation.

To cover its financial commitment during 1960 to the tuberculous refugee project, the Government set aside the sum of \$600,000. This amount was, of course, in addition to the regular annual Canadian contributions to the budgets of the UN Refugee Agencies. In 1959, Canada's contribution of \$290,000 was the second largest contribution to the regular programme of the High Commissioner for Refugees while the Canadian contribution of \$2 million in cash and wheat flour to UNRWA was the third largest contribution to the regular programme of that agency. For 1960, Canada has pledged contributions to the High Commissioner for Refugees and to UNRWA equal to the grants made in 1959.

Statement by Mr. Green

In view of the success of the programme for the admission of tuberculous refugees, Mr. Green announced on March 2 in the House of Commons that it would be extended. He stated:

"I should like to make an announcement about the participation of the Government in World Refugee Year through the admission of tuberculous refugees and their families to Canada.

"I am pleased to report that the 100 families already admitted have shown a remarkable ability to integrate rapidly into Canadian society. Some of the tuberculous cases have already been discharged from hospital and, with the modern methods of treatment available in Canada, it appears that most of the remaining cases will be discharged within the next two months. Few of the refugees afflicted with this illness will require prolonged treatment. It is also evident that all but a handful of the refugee families will become almost entirely self-supporting within two or three months.

"I should like to stress that the choice of the 100 families which have been admitted was left entirely to the High Commissioner for Refugees. The Government was prepared to accept the most serious cases should the High Commissioner have thought it helpful to move them from their present locations in Europe.

"This project for the admission of tuberculous refugees involved many novel problems for the Canadian authorities. Accordingly it was decided that at the outset the number of families to be admitted should be limited so that an appreciation of the precise problems could be obtained. Since a workable procedure has now been developed for rehabilitating these families, and since the

period of treatment and integration has proved shorter than originally estimated, the Government has decided to authorize the admission of additional families.

"Tuberculous refugees in European camps have various destinations in mind for emigration, and the number wishing to come to Canada is not unlimited. Our representative in Geneva is now consulting with the High Commissioner for Refugees concerning the availability of additional numbers for inclusion in an extension of the original scheme.

"Statements which have been made by representatives of several provinces lead us to believe that a number of provinces are prepared to join with the Federal Government in an extension of the original programme on a basis similar to that which was worked out in connection with the first 100 families."

On April 7, Mr. Green gave the House the following interim report on the implementation of the extension of the tuberculous refugee programme:

"Honourable Members will recall that in early March I announced that the Government would be prepared to extend the programme for the admission of tuberculous refugees and their families to Canada if suitable arrangements could be worked out with the provincial governments which administer the sanatoria. It may be appropriate for me to state at this time that the replies received from a number of provincial governments have been encouraging, and we have therefore begun the preliminary selection and processing of additional tuberculous cases in the refugee camps. Until these processes have been completed it is, as I said yesterday, not possible to give the specific number of tuberculous refugees and their dependents who may ultimately be admitted to Canada for rehabilitation."

Provincial co-operation in the extension of the original plan has been as generous as their contribution in respect of the first 100 families. Their continued agreement to care for additional TB cases in provincial sanatoria has made possible the relocation in Canada of a substantial number of new tuberculous refugees and their families. To increase the number of refugees eligible under the Canadian programme, the selection criteria have been broadened and it is expected that a number of unmarried tuberculous refugees as well as some families with more than one tuberculous case will be included in the extension.

Canada has contributed in other ways to the success of the World Refugee Year programme. Late in 1959 the Government enlarged the categories of persons or groups who could sponsor handicapped refugees during World Refugee Year. On March 17, 1960, the Prime Minister announced in the House of Commons that this special arrangement would be continued beyond the end of World Refugee Year in order that the maximum number of handicapped refugees might be sponsored for admission to Canada by those individuals or charitable organizations wishing to assist these persons to build a new life in Canada. In addition, Canada is seeking to provide increased opportunities for the entry to Canada of refugees who meet the normal immigration requirements. Each year Canada accepts a number of thousands of refugees under the normal selection criteria for immigrants.

WRY Stamps

Canada is one of the many countries either issuing special World Refugee Year postage stamps or authorizing the use in post offices of special World Refugee Year cancellation marks. The special Canadian postal cancellation for World Refugee Year is intended as a follow-up to National Austerity Week, the week designated in Canada as the beginning of an intensified private fund-raising campaign. In the House of Commons on April 7 Mr. Green made the following announcement concerning National Austerity Week and the Special postal cancellation:

“In Canada a unique programme has been planned by the appropriate private agencies. As far as I am aware no other country is attempting anything like it. Mayors and reeves of municipalities across Canada will be proclaiming the last week of April to be National Austerity Week. During that week Canadians will be requested to deny themselves some luxury or pleasure on which they would ordinarily spend money and to send the money so saved to their local World Refugee Year committee. In the course of this special week, tag days and other methods of fund raising will be employed in aid of World Refugee Year.

“The Government has agreed to follow up the interest engendered by National Austerity Week by authorizing post offices across the country to use a special World Refugee Year postal cancellation during May and June. It is hoped that this special postal cancellation, which will read ‘World Refugee Year — Remember and Give’, will remind Canadians during the final months of World Refugee Year to make their contribution to their local World Refugee Year committee.”

Canadian Campaign

In Canada, the private fund-raising campaign on behalf of World Refugee Year has been co-ordinated by the Canadian Committee for World Refugee Year, sponsored by more than 40 of the major voluntary and religious organizations in this country. With the co-operation of the Special Representatives in Canada of the High Commissioner for Refugees and UNRWA the Committee has led an energetic campaign to stimulate among Canadians a desire to do more for refugees. Some 35 local committees have been formed and work in close co-operation with the national body to carry out the fund-raising campaign in their respective districts. The local committees have established fund-raising targets which total well over \$1,500,000.

The sums collected will be turned over by the local groups to the Canadian Committee for use in assisting programmes carried on by the High Commissioner for Refugees and UNRWA. Thirteen European camps have been adopted by name and will be closed (using part of the “pledged” funds) by various local committees across Canada. The Canadian Committee also hopes to allocate a substantial sum towards building and maintaining for several years of a vocational

training centre for young Arab refugees in Syria. In addition, some of the funds raised will be used to assist Chinese refugees in Hong Kong.

By mid-May, almost every local committee was intensively engaged in fund-raising to meet estimated targets. Officials of the Canadian Committee were hoping that the approach of the end of World Refugee Year on June 30 would stimulate many Canadians to make a generous contribution to their local committee. Although final figures for donation from private Canadian sources will not be available until the World Refugee Year is well over, it already seems clear from the voluntary effort so far and from public support of the governmental contributions that have been made that the plight of refugees in all corners of the world has struck a responsive chord in Canada.

Minister's Visit to Latin America

ON May 20, the Secretary of State for External Affairs, Mr. Howard Green, accompanied by Mrs. Green and a few officials, left Ottawa by plane to head the Canadian Special Mission at the celebrations in Buenos Aires marking the 150th Anniversary of the Argentine Revolution. The Minister personally brought to the Government and people of Argentina the good wishes of the Government and people of Canada on this historic occasion. The Minister also took advantage of his presence in South America to pay brief visits to the capitals of Chile and Peru before returning to Ottawa.

Regrettably, it was not possible to visit Brazil in spite of the warm invitation extended by the Brazilian Foreign Minister, Dr. Horatio Lafer. However, on the way to Argentina, the Minister's aircraft made an unscheduled stop at Brasilia, and this permitted a brief view of the new and striking capital of Brazil. There was also a short refuelling stop at Rio de Janeiro, the old capital, where the Minister and Mrs. Green were greeted by the Secretary-General of the Brazilian Foreign Office, Senhor Alencar, the Brazilian Ambassador to Ottawa, Senhor Edmundo Machado (on home leave) and the Canadian Ambassador to Brazil, Mr. Jean Chapdelaine.

The Minister and his party remained in Buenos Aires from May 22 to the morning of May 26 and, attended by the Canadian Ambassador, Mr. R. P. Bower, participated on behalf of Canada in the various ceremonies organized by the Argentine Government, including the inaugural function at the old "Cabildo", the centre of Spanish rule in Argentina, a "Te Deum" service at the Cathedral, and a huge military parade in which contingents from several Latin American countries took part.

Visit to President

The Minister called by invitation on President Frondizi on Monday, May 23. After reviewing matters of common interest, Mr. Green told the President that Canada would be very honoured if he could make an official visit to Canada soon, to which the President replied that he would hope very much to be able to come to Canada. This invitation has since been confirmed officially.

The visit to Argentina provided opportunities to have lengthy exchanges of views with a number of foreign ministers present for the occasion and in particular with the Argentine Foreign Minister, Senor Taboada, and the Brazilian Foreign Minister, Senhor Horatio Lafer.

Mr. Green also visited a secondary school named after Canada, where children make it a point of furthering their knowledge of our country, thanks to the help received from the Canadian Embassy.



Mr. Howard Green, Canadian Secretary of State for External Affairs, and Mrs. Green are shown at a reception at the Canadian Embassy in Lima, Peru, with Mr. Roberto Mulanovich, holder of a Canada Council Fellowship in architecture, who did his post-graduate work at McGill University, Montreal.

Chilean Disaster

The Canadian party arrived in Santiago de Chile during the period of the disastrous earthquakes which killed upwards of 1500 people in the south of Chile and left several hundred thousand homeless for the winter. All official functions planned to mark the Minister's visit were of course cancelled and, immediately after his arrival, Mr. Green, accompanied by the Canadian Ambassador, Mr. Paul Tremblay, called on the Chilean Ministers for External Relations and of the Interior to get the most complete possible picture on the extent of the damage. It was on the basis of the information thus officially obtained that Mr. Green was able to make recommendations to the Canadian Government about assistance for Chile.

In Lima, Peru, the former "City of the Kings", the Minister held conversations with his Excellency President Manuel Prado and Acting Foreign Minister Luis Alvarado Garrido on matters of mutual interest. Twice also, the Minister met with

Prime Minister Pedro Beltran. On the night of May 28, at the home of the Canadian Ambassador and Mrs. A. J. Pick, the Minister met the local Canadian community.

One of the purposes of visiting Buenos Aires, Santiago and Lima was to hold conversations with Canadian diplomatic and commercial representatives there and in neighbouring capitals on Canadian interests in Latin America and Canadian policies towards an area of such growing importance.

On the return journey, the Minister spent a short while at Mexico City. The Mexican Foreign Minister, Don Manuel Tello, who had accompanied President López Mateos to Canada last October, greeted him at the airport. Both Ministers took advantage of this stopover to discuss matters of common concern.

Report to House of Commons

The Minister reported to the House of Commons on May 30, immediately upon returning to Canada. In the course of his statement, he said:

"In all these countries our Canadian ambassadors and their staffs are doing a splendid job for Canada. In a very real way, they are in the front line in our relations with other countries, and I found them all doing a splendid job.

"All of these countries are very much interested in Canada. They are very friendly. Their outlook on world affairs is very much the same as our own. They place great value on their independence. They are all strong supporters of the United Nations — that is, Brazil, Argentina, Chile, Peru and Mexico. I think one of them has had two Presidents of the United Nations. Canada has always enjoyed the co-operation of these countries in the United Nations, but they are deeply puzzled that Canadians do not seem to realize that Canada is a very important member of the Western Hemisphere family. I met this attitude everywhere I went, just a little feeling that Canadians are of the opinion they do not want to be too much involved with these Latin American nations.

"I can only say to the House that each one of these countries would make a very staunch friend of Canada. They are all playing a very important part in world affairs, and they are steadily growing in stature. I believe it will not be very many years until there are more people south of the Rio Grande than there are north of it. I think that Latin America is on the move. These nations, as I have said, are very much like our own, and I believe are extremely important to Canada.

"I cannot go farther than that with regard to Canadian policy at the moment. I do say this, however, that the policy of the Government has been and is to further improve the good relations which exist between Canada and the Latin American nations. For example, I plan to set up in the Department of External Affairs a Latin American Division. At the present time we only have a subdivision dealing with Latin American business, but it is far too important to be treated in that way. We have very much in mind the need for closer co-operation with these Western Hemisphere neighbours of ours and steps will be taken toward that end."

Canada-United States Inter-Parliamentary Group

THE third meeting of the Canada-United States Inter-Parliamentary Group¹ was convened in Washington on April 20, 1960, when a delegation of twenty-four Parliamentarians met with a delegation of twenty-four Congressmen to discuss problems of mutual concern.

In accordance with procedures agreed upon at the first meeting held in January 1959, the meetings of the Group were held in executive session. At their conclusion, the joint Chairmen, Mr. George D. Aiken and Mrs. Edna F. Kelly, for the United States Congress, and Mr. Mark Drouin and Mr. R. Michener, for the Canadian Parliament, met the press and answered questions rising out of the agreed joint press statement, the text of which is to be found below.

At the opening plenary session, the United States Secretary of State, Mr. Christian Herter, paid tribute to the role that the Group was already playing in promoting and strengthening relations between United States and Canada.

As had become customary, the plenary meeting was followed by consideration in three committees of problems facing the legislatures of the two countries under the general headings Defence and Disarmament, Economic and Trade Problems, and Boundary Matters. Discussion in committee was marked by its frankness. It was generally conceded that great profit was to be derived from these personal contacts between legislators and the exchange of views in closed session that the Group meetings made possible. When neighboring countries such as Canada and the United States have dealings with one another on so many matters and at so many levels, and when, moreover, their governments differ so fundamentally in respect to the assignment of constitutional responsibilities, regular meetings between their legislators can be mutually beneficial because they foster the co-ordination of legislative action.

The Canadian Parliamentarians extended an invitation to the United States section of the Group to visit Canada in August 1960. In addition to a further meeting of the Group on this occasion, it is planned to visit a number of industrial and mining sites in Eastern Canada.

Joint Press Statement

The Canada-United States Inter-Parliamentary Group, composed of 24 members of the Parliament of Canada and 24 members of the Congress of the United States, today concluded two days of discussion on matters of common interest in the two countries.

¹ For an account of previous meetings see External Affairs Bulletin for August 1959, Pages 209 to 213.

The group continued its procedures of having informal, off-the-record discussions and refrained from making recommendations, leaving it to each national delegation to make such reports and recommendations to its respective authorizing institutions as it determines.

The Group met in plenary sessions on Thursday morning and Friday afternoon and held two sets of committee meetings on Thursday afternoon and Friday morning. Committees discussed the following subject areas: 1) defense cooperation and disarmament; 2) boundary problems; 3) economic problems of common concern.

The Committee on Defense discussed certain aspects of defense policy, and the use of North American productive facilities for defense purposes, which have implications of mutual importance to the United States and Canada. The Committee also discussed the prospects for disarmament and the need for planning that will facilitate an orderly transition from military production to production for peaceful purposes, including public works.

There was general agreement that, while seeking with all vigour for an understanding with the Communist bloc based on mutual trust and confidence, the West must maintain adequate defences until the Soviet camp accepts an inspection and control system of sufficient scope and efficiency to justify the commencement of active measures of disarmament.

The Committee considered the changing character of the threat to North America and the effect of this on the operations of the North American Air Defense Command (NORAD). It was recognized that, in addition to the military problems which will have to be faced during the next few years, the adoption of new weapons systems and concepts of defense will cause local economic readjustments, which in some areas may be severe.

Sharing Defence Production

The Committee noted that during the last year there had been considerable progress in the programme of defense production sharing between the United States and Canada. This was reflected in the fact that Canadian industry in 1959 received United States defense contracts valued at \$96.3 million; it was noted, however, that Canadian defense equipment purchases in the United States in the same period amounted to \$116.6 million. The Canadian members of the Committee expressed the view that the progress achieved to date was in no small measure due to the consideration given to the problem by the Inter-parliamentary Group at its meeting in June 1959. There was general agreement that a continuing effort was needed in both countries to achieve and maintain an adequate balance in defense purchasing between Canada and the United States.

After deciding which subjects should be discussed, the Boundary Problems Committee came to the following conclusions, which it approved for transmittal to the plenary session:

1. *Passamaquoddy Tidal Power Project*

It is important to determine whether the Passamaquoddy Project is economically feasible. Meanwhile, judgment should be reserved awaiting further studies by the International Joint Commission. The Committee feels that this topic should be retained on its agenda.

2. *Hudson-Champlain-Richelieu Waterway*

Now that the St. Lawrence Seaway is in operation the two Governments should consider referring to the International Joint Commission the question of the economic feasibility of further development of this waterway, taking into account the possible increase in trade between Canada and the United States which might result.

3. *Columbia River Basin Development*

The Canadians welcomed statements by United States delegates that no particular project of interest to the United States delegates should be allowed to stand in the way of a treaty on this subject based on the principle of optimum development of the Columbia River Basin with mutual sharing of the benefits. Once this principle has been adopted by the two Governments particular projects will fall into their appropriate order.

4. *Chicago Diversion*

This subject was again thoroughly and vigorously discussed and no change of the positions of the respective delegates emerged. The Canadian delegation appreciates the waste-disposal problem facing Chicago.

5. *Pollution in the Great Lakes*

Both delegations expressed concern about increasing pollution both from lake cities and shipping. It was agreed that it would be useful for the two Governments to study remedial measures.

6. *Yukon-Alaska Problems*

Canadian delegates expressed concern that a proposed high dam at Rampart, Alaska, may prejudice maximum development for the benefit of both countries of the Yukon River power potential. Canadian delegates raised the questions of some form of free port facilities for Canada in the Alaska Panhandle and corridors across it. United States delegates suggested that additional information about these matters be furnished to them before the next meeting of the Group and that they be placed on the agenda for the next meeting.

The Economic Problems Committee approved the following summary for transmittal to the plenary session:

1. *Common Trade Problems, especially with Western Europe*

The Committee agreed that economic progress abroad and the changing pattern of trading relations in Europe were creating new opportunities and serious problems for Canada and the United States. It was recognized that the interests of our two countries diverged to some extent in the face of these developments, partly because of political considerations and partly because of the greater dependence of Canada on international trade and the narrower range of its exports.

The merits and demerits of solutions based on different methods of computing tariffs and of tax relief were briefly explored. No firm agreement was reached concerning the respective cases for the "Inner Six" and "Outer Seven," but a consensus did appear on the need for the United States and Canada to co-operate closely and to work towards new arrangements with their European allies on a North Atlantic basis.

2. *Bilateral Problems*

(a) The Canadian Oil Problem — Attention was drawn to the difficulties being experienced in the Canadian oil industry (particularly in Alberta) due to lack of markets for increasing oil supplies. Canadian delegates described various possible solutions, notably that of increasing domestic consumption, recognizing that some of these have foreign policy implications. Reference was also made to recently-issued Canadian regulations governing oil and gas exploration in the Yukon and Northwest Territories.

(b) Metals and Minerals — The Committee recognized the intimate and important relationship between United States and Canadian production and markets for such commodities as lead and zinc, aluminum, copper, nickel, and uranium.

A United States delegate described the depressed lead and zinc condition in his country and foresaw no significant change in conditions over the near future in respect of either production or importation.

The delegates then considered the uranium and aluminum situations. In view of recent developments, the discussion on uranium was mainly in terms of the prospects which might emerge in a few years time, which did not appear very auspicious for producers. On the other hand, the outlook for aluminum was regarded as more promising.

A United States delegate drew general attention to the increasing significance of Latin American markets for both Canada and the United States, and to the implications of prospective competition from expanding Latin American production of commodities such as oil, gas, and iron ore.

(c) Wheat — There was considerable detailed discussion of the surplus wheat problem confronting both the United States and Canada. No new approach was advanced for the problem, and there was general agreement that current arrangements, unsatisfactory though they might be, were still the best available in the existing situation. Both delegations were anxious to ensure continuing close bilateral consultations in order to avoid damage to established foreign commercial markets; Canadian delegates expressed their gratification at the way in which this consultation had developed.

At the first plenary session, United States Secretary of State Herter welcomed the Canadian delegates and wished the meetings success. In the plenary sessions recommendations by delegates from both countries laid stress on the necessity for the people of each country to learn more about the other. The suggestion was

made that the educational systems in the United States and Canada might well take account of this need.

The Canadian delegation extended an invitation to the United States delegation to visit Canada sometime during the month of August 1960, and to visit industrial and mining areas.

On Saturday and Sunday, the Group will fly to the United States Strategic Air Command headquarters at Omaha, Nebraska and to the Joint Canada-United States Air Defense Command at Colorado Springs, Colorado, to receive briefings and make inspections at these installations, and will return to Ottawa and Washington Sunday evening.

These meetings of the Canada-United States Inter-Parliamentary Group help to promote a unity of purpose, a unity of thought, and a unity of spirit, to the end that our Western way of life and government is preserved for future generations.

Washington, April 22, 1960



Photographed at a lunch in honour of the Canadian delegation to the Canada - United States Inter-Parliamentary Group meeting held in Washington, D.C., in April 1960 (left to right): Senator G. D. Aiken, Chairman of the U.S. Senate delegation; Senator Mark Drouin, Speaker of the Canadian Senate; Mr. Roland Michener, Speaker of the Canadian House of Commons; and Representative Edna F. Kelly, Chairman of the U.S. House of Representatives delegation.

The King of Nepal's Visit to Ottawa

ON MAY 27 AND 28, His Majesty King Mahendra Bikram Shah Deva paid an official visit to Ottawa, as part of a North American tour that had already taken him to the United States and Mexico. He was accompanied to Ottawa by Mr. Subarna A. J. B. Rana, Deputy Prime Minister and Minister of Finance, Planning and Development, Mrs. Rana, Mr. Rishikesh Shaha, Ambassador of Nepal to the United States and the United Nations, Brigadier General Malla, Military Secretary, and Mir Iswari Man, Secretary to the King. Unfortunately, illness prevented Her Majesty the Queen from accompanying the party to Canada as had been planned.

After a private visit to Montreal on the previous day, the royal party arrived by RCAF aircraft at Uplands Airport at noon on May 27. The King was met by the Governor-General, Mr. Léon Balcer, Solicitor General (representing



His Majesty Mahendra Bir Bikram Shah Deva, King of Nepal, is greeted at Ottawa's Uplands Airport by Canada's Governor-General Georges P. Vanier.

the Prime Minister, who was unable to be present), officers of the Department of External Affairs and members of the Diplomatic Corps. After inspecting the RCAF guard of honour, the royal party visited various points of interest in Ottawa and the vicinity and attended a reception held by the Speakers of the Senate and House of Commons and an official dinner and reception given by the Governor-General and Madame Vanier. The Nepalese visitors stayed at Government House. Deputy Prime Minister Rana and Ambassador Shaha called on Mr. Fleming and, in the absence from Ottawa of Mr. Green, on the Under-Secretary of State for External Affairs. Public messages of greeting were exchanged by the Governor-General and the Solicitor General on one hand and the King on the other. In these attention was drawn to the fact that, despite the great distances which separate the two countries, they, nevertheless, had had some close and cordial associations by virtue of their having worked together in the United Nations and the Colombo Plan and because Canadian and Nepalese Gurkha troops had fought side by side in two world wars.

Observance of July 1 Abroad

THE 1st of July provides a yearly opportunity for Canadian posts abroad to launch special information activities aimed at increasing knowledge of Canada among the citizens of other countries. It offers, too, an opportunity for the personnel of Canadian missions to invite members of the Canadian communities in other countries, diplomatic officials, and citizens whom they have met to receptions marking the "national birthday."

Publicity Material

As in former years, the Department of External Affairs has provided posts with special material to enable them to publicize Canada suitably on July 1, 1960. Through the co-operation of the Departments of Northern Affairs and National Resources, Agriculture, and Trade and Commerce, and of the National Capital Commission and the Information Services Division of the Dominion Bureau of Statistics, special articles on various aspects of Canada's development have been distributed to Canadian diplomatic missions and trade posts. These were translated, partly in Ottawa, into a number of languages and were accompanied by a selection of photographs illustrating the more newsworthy sections of the material.

This year, as well, the National Film Board prepared a special photographic feature on the National Capital Commission, and the International Service of the CBC distributed two specially-prepared recordings, entitled "Dominion Day 1960" and "We Are This Land," for use on Dominion Day.

A Record of Success and Goodwill

As usual, much of the success of posts in publicizing Canada on July 1 will be a reflection of goodwill and friendliness, expressed in many ways. For example, in the United States the State of Arizona has celebrated July 1 and paid tribute to Canada every year since 1951. To mark the observance of Canada's national day in 1959, Governor Paul J. Fannin of Arizona issued the following proclamation:

WHEREAS, on July 1, Canada and her friends throughout the world will commemorate the ninety-second anniversary of the founding of Canada as a self-governing nation; and

WHEREAS, linking Canada and the United States in close relationship are economic, and social, and traditional ties, which are inspiring examples of harmony and co-operation between nations; and

WHEREAS, Canada and Arizona enjoy a particularly close alliance through an impressive volume of trade and the allure of our attractive countryside for visitors and tourists; and

WHEREAS, the citizens of Canada and the citizens of our State share a friendship enhanced by mutual regard and understanding;

NOW, THEREFORE, I Paul J. Fannin, Governor, in recognition of the close bonds of friendship and exchange existing between Canada and the United States, and especially between Canada and the State of Arizona, do hereby designate and proclaim Wednesday, July 1, 1959 as "Canada's National Day" in Arizona and, urge the people of our State to extend the loyal tribute and warm greetings to Canada and its people on this memorable occasion.

Every year Broadcast Music Incorporated, in co-operation with the Canadian Consulate-General in New York, prepares a long-playing record entitled "Happy Birthday Canada." Sixty-second radio and television messages on the significance of July 1 have, in previous years, been distributed throughout the United States and widely heard. Canadian posts in the United States have succeeded in placing the special July 1 material in various publications, and radio and television outlets have carried a good percentage of Canadian content in their programmes on or about the anniversary date.

In the United Kingdom, 2,200 people attended a reception at Lancaster House, at which the Queen Mother received. The BBC carried a network programme of Canadian music, and showed films on Canada to its television viewers.

The French publication "La Revue des Deux Mondes" devoted a 13-page article to developments in Canada during 1959, and Radio-Diffusion Français broadcast a concert direct from Montreal.

The efforts of Canadian missions in Latin America have also met with success. Last year, in Argentina, thirteen newspapers carried the special July 1 articles, several radio stations carried programmes on Canada, and the Canadian Ambassador spoke on the national network. A special Canadian film was televised. Excellent results were also obtained in Brazil. The mission in Rio de Janeiro held four small exhibitions of *Canadiana* and gave five film showings. Fifty-five Dominion Day articles appeared in newspapers and radio and television outlets also broadcast Canadian material. "Times" of Brazil published a special issue using all the special articles and photographs.

St. Lawrence Seaway Publicity

Adding to the significance of the July 1 publicity programme last year was the fact that the formal opening of the St. Lawrence Seaway had taken place only a few days earlier, on June 26, and that major news series throughout the world had supplied newspapers and broadcasting systems with colourful material direct from Canada and had created a climate of acceptance for the special material distributed to posts on both the Seaway and July 1.

The Seaway information programme, carried out as a co-operative effort by External Affairs, the National Film Board, the International Service of the CBC and the St. Lawrence Seaway Authority, consisted of:

- (1) the distribution to all posts of press "kits" made up of nine articles, two maps and ten photographs;
- (2) the distribution of supplementary photographs of the Seaway, including colour transparencies, and of a text and photographs on the formal opening ceremony;
- (3) co-operation, notably in Norway, between Canadian Embassy and United States Information Service staffs;
- (4) the production in English and French of an illustrated booklet on the Seaway.

Effectively complementing this publicity, the St. Lawrence Seaway film produced by the National Film Board was shown widely in the United States and overseas during the week in which the Seaway was formally opened, with television showings reaching large audiences, and the CBC-IS covered the Seaway story in all its foreign-language programmes beamed abroad. In addition, local radio stations carried special records on the Seaway made available to them by the CBC-IS.

Reports from the missions indicate that, in the majority of cases, all or most of the material supplied from Ottawa was used, supplemented by stories provided by the various international press agencies.

No attempt will be made to detail the results achieved by all posts, but the following highlights may be mentioned:

In Oslo, the Canadian Embassy and the USIS combined to publicize the Seaway and its co-operative aspect in most effective fashion. A twelve-page illustrated booklet was produced in Norwegian and distributed to 500 names and 567 matts of the illustrations in the publication were distributed to the press. (The USIS also distributed 10,000 copies of the publication in digest form in Denmark). An attractive window display greeted passers-by at one of the busiest street corners in the Norwegian capital.

The Norwegian Television Service showed a special 50-minute programme on the evening of June 26, which included the St. Lawrence Seaway film lent by the Embassy. The Captain of the "Luksefjell," the first Norwegian ship to sail through the Seaway, described his warm reception in Toronto. The Canadian Ambassador presented the Seaway Symbol medallion, on behalf of the Port of Toronto, to the Port of Oslo, home port of the "Luksefjell," and the Mayor of Oslo made the speech of acceptance.

In The Hague, the NFB film was shown on June 26 during a press reception at the Embassy, and the same evening a Dutch version of the film of the opening ceremony was seen on Netherlands' TV. Colour transparencies supplied by the Department were used in a widely-read weekly, and a representative of radio station NCRV broadcast special reports from Canada on June 24, 25 and 29. The material sent from Ottawa was widely used.

In Brussels, where Canada and the United States again co-operated, a joint reception was held on June 24 at which United States and Canadian information material was distributed in French and Flemish and the St. Lawrence Seaway film was shown. Newspaper coverage was excellent.

In Spain, a programme entitled "Seaway Saga", with line commentaries, was carried on June 24 and July 1 on television and was seen by an estimated twenty million viewers.

Rio de Janeiro reported wide press use of the material supplied to the mission. The front page of the Rio evening newspaper *O Globo* carried on June 27 the first colour radio-photo ever published in Latin America.

These are illustrations of the pattern that has developed over the years for the celebration of July 1.

UN Narcotics Control

THE COMMISSION on Narcotic Drugs held its fifteenth session in Geneva, Switzerland, from April 25 to May 13, 1960, inclusive, to review the international control of narcotic drugs and consider special problems relating to this control.

The Illicit Traffic Committee, under the Chairmanship of the United Kingdom representative, Mr. T. C. Green, met for four days prior to the sessions of the Commission between April 19 and April 22 and concluded its work after eight meetings.

Election of Officers

The following officers were elected to the Commission during the fifteenth session: President, Mr. K. C. Hossick (Canada); First Vice-President, Mr. M. Ozkil (Turkey); Second Vice-President, Mr. A. Ismail (United Arab Republic); Rapporteur, Mr. J. Mabileau (France).

The Commission had a very heavy list of agenda, covering the entire field of narcotics control. It gave particular attention to measures to deal with illicit traffic and drug addiction. The machinery for the control of drugs provided in the international narcotics treaties worked satisfactorily during the year. The reports made to the Permanent Central Opium Board, the Drug Supervisory Body and the Division of Narcotic Drugs located at the Palais des Nations, Geneva, showed that there was effective control on the licit trade in drugs. While there still continues to be an extensive illicit traffic, the drugs involved are obtained clandestinely from illegal sources. The main drugs in the illicit traffic are still opium and opiates, cocaine and cannabis. It was again observed that the traffic in the opiates (morphine and heroin) was well organized and had world-wide ramifications. The main targets of this latter traffic continue to be North America and Hong Kong. An increasing traffic in cocaine was observed, mostly in South America, but an important and increasing trade in this drug in the United States was also reported.

Individual Action and Co-operation

The traffic in cannabis drugs is widespread and at a very high level. There was much debate on practical measures to deal with the illicit traffic situation, and the Commission stressed the need for strong national action and close co-operation between states. Growing awareness of the former was seen in several measures taken during the year, e.g. the measures relating to opium cultivation in Turkey, the strong enforcement steps taken in the United Arab Republic, Iran, India, Hong Kong, etc. There was also information on the value of international co-operation as exemplified by the first Inter-American meeting at Rio de Janeiro, in March 1960, on illicit traffic in cocaine and coca leaves; the first meeting of

enforcement officers of thirteen Southeast Asian countries, held at Lahore, Pakistan, in January 1960; and the Middle East Narcotics Survey Mission, which stayed in that region for six weeks, from September to October 1959, and made an excellent report on the situation there, followed by a conference of Arab narcotic officers in Cairo, United Arab Republic, during March 1960. The Commission noted the recent border pact to control trafficking.

The Narcotics Commission paid closer attention to addiction and urged the Economic and Social Council to request governments to try to expand research facilities in this field. The Commission also went more deeply into the control, registration and reporting of addicts, giving special consideration to the statistical aspects. It was observed that much greater and much more realistic efforts would have to be made by governments in studying and combating addiction.

The Narcotics Commission, watchful of new developments in drugs, studied measures that might be needed (e.g. preventative controls over synthetic drugs). It also reviewed the work of the United Nations Laboratory located in the Palais des Nations and noted the increased co-operation by governments in the common programmes of research. It agreed on recommendations for safer carriage of drugs in aircraft, and it made tentative plans in relation to the plenipotentiary conference to adopt the Single Convention scheduled for early in 1961 at New York.

Again, the action of the United Nations General Assembly in providing a small budget specially for technical assistance on improved narcotics control was welcomed by the Commission. Although only a very small step, at least it is a beginning, and it is hoped that common measures undertaken in different parts of the world will be an effective answer to difficult situations.

There is much that was impressive about the practical results of the fifteenth session of the Commission. The general spirit of goodwill and co-operation shown this year was clearly evident. Given the determination of all governments, the illicit traffic situation and addiction could very soon be brought under more effective control.

External Affairs in Parliament

Succor for Chilean Earthquake Victims

In his report to the House of Commons on May 30 concerning his recent tour through several Latin American countries, the Secretary of State for External Affairs, Mr. Green, described as follows the aid provided by Canada to the victims of the severe earthquakes that had devastated parts of Chile shortly before his arrival in Santiago:

Last Saturday night, I believe, 10 cases of clothing were shipped from Vancouver by the Canadian Red Cross through the courtesy of Canadian Pacific Airlines. Forty-eight cases of new, not used, clothing, as well as medicines, have also been sent to Chile by our Red Cross.

One of the most urgent requirements was for mobile hospitals of a smaller size. The large United States mobile hospitals were very helpful but it was difficult to get the injured people to the large centres. So the Chilean Minister of the Interior asked if we could send a small mobile field hospital. Through the co-operation of the Departments of National Defence and National Health and Welfare complete medical equipment for a 30-bed field hospital, together with 40 stretchers, 160 blankets and extra instruments and dressings, was dispatched Saturday afternoon and will be in Santiago tomorrow. In addition, 50,000 water-sterilization tablets, 10,000 penicillin and 10,000 tetracycline tablets and 40 pounds of refrigerated anti-tetanus toxoid and tetanus vaccine were also sent.

I think further help will be needed and provision has been made for some help in the way of food. The Minister asked for flour and canned meats and 1 million pounds of canned pork has now been turned over to the Gold Cross by the Department of Agriculture and will be forwarded without cost to Chile. This pork is worth \$600,000. We shall be doing what we can to help in this very tragic situation and it may be that we will have to ask the House for authority to give further assistance. The Chileans were deeply grateful for help and, as I have said, help is coming from all over the world. This is one of the great disasters of our time.

Next day, Mr. Green told the House of further relief measures:

... Yesterday I outlined to the House the assistance that had been given by Canada to Chile. Since then we have received a request from the Chilean Government through the Canadian Embassy in Santiago that the two RCAF "North Stars" which were due to reach there this morning should be used for airlifting supplies from Santiago to the stricken area in the south of Chile, as larger planes cannot land in the latter area. The Government, through the Department of National Defence, has arranged for this to be done. In addition the RCAF will be flying to Chile at once a second mobile field hospital, as well as drugs and other medical supplies. I believe there will be three further RCAF "North Stars" used for this purpose.

I am also glad to be able to announce that the Government has decided to make a gift of \$1-million worth of flour to the Chilean Government for use in feeding disaster victims. Arrangements are now being made by the departments concerned to have this flour shipped to Chile just as quickly as possible.

Disarmament Proposals, East and West

Mr. Green announced on June 3 that a document on disarmament, the full text of which was not yet available to him, had been handed by the Soviet Foreign Minister, Mr. Gromyko, to the Canadian Ambassador in Moscow, with a personal

letter from Premier Khrushchov to Prime Minister Diefenbaker. He observed that the document appeared to contain the details of a new set of Soviet disarmament proposals, concerning which he said:

. . . The House will realize that it is not possible for me to comment on the proposals at this moment, but this communication from the Soviet Government will have to be carefully considered by the Government before a reply could be made.

I will say this . . . that it is obvious from the nature of the statement that it is quite heavily weighted for propaganda purposes. Mind you, in saying that I would not wish to leave the impression that the proposals will not be given the most careful consideration. However, the Ten-Nation Committee on Disarmament is resuming its sittings on Tuesday next, and this will be a very good opportunity for the Soviets and their associates to put forward this proposal for consideration. There have also been proposals put forward to that Committee by the five Western nations.

It seems to me that there are two main courses open to this Committee. One is to analyse all these different proposals in an earnest and sincere attempt to reach some agreement. This, of course, is the course which the Canadian delegation will endeavour to see is followed in the Committee by all parties concerned, the representatives from both East and West. The other course could be to use the sittings of the Committee for propaganda purposes and for building up a case to be argued out at the meeting of the General Assembly of the United Nations which commences, I think, on September 20. I am very hopeful that this second course will not be followed, although there are suggestions that this attempt might be made. It does seem to the Canadian Government that a course of that type would be very unfortunate and certainly would not be very helpful to the cause of disarmament or of world peace.

There is one feature that I should like to place before the House today. That is that, in spite of the failure of the summit conference, the cold war in all its fury has not been resumed as yet, as many feared would be the case. There seems to be a desire on the part of those involved to keep tension relaxed as much as possible. I am hoping some worth-while results will flow from the meetings of the Disarmament Committee which will commence so soon.

Canada has suggested to her fellow members from the West that meetings should not all be of a public nature, but that from time to time there should be private meetings with only the heads of delegation present and which would not be subject to full reports to the press. The practice so far has been to keep full records of the meetings, and while the reports are not given out at once they are published after a matter of a few weeks' time.

As Hon. Members will realize from their own personal experience in the House of Commons, this constitutes quite a temptation to talk for the record. The Canadian delegation believes there should be at last some private meetings when real negotiations can take place, and when those speaking do not have to worry about what their words are going to look like when published a few weeks later.

Mr. Green's statement on disarmament on June 15 is extensively quoted in the article on page 681 of this issue dealing with the work of the Ten-Nation Committee on Disarmament. On June 22 Mr. Green amplified his remarks as follows:

. . . The House will not be surprised to learn that, in the course of the past several days, the Canadian Government has made its view known to its colleagues in the Western five members of the Ten-Nation Disarmament Committee, to the effect that the Western response to the new Soviet disarmament proposals of June 2 should be both flexible and forthcoming. This attitude is, of course, entirely consistent with the position which Canada has taken from the beginning of the preparation of the Western position.

I think I may safely reveal that in the earliest stages of the negotiations we suggested that progress might be based upon comparison of the Western and Soviet proposals with a view to finding common ground. As Hon. Members know, I myself have emphasized this theme several times in recent weeks in the House in referring to the possibility of bringing

the Ten-Nation Committee to grips with specific issues through negotiations on the basis of balanced concessions.

We welcome all indications that other members of the Western five, on whom we have pressed these views with insistence both of Geneva, within NATO and in bilateral exchanges of view, now seem to be approaching the negotiations with the same attitude.

On June 27, word having been received that the Soviet delegation had refused to continue to participate in the Geneva discussions, Mr. Green commented as follows:

I am afraid the Ten-Nation Disarmament Committee has been scuttled by the action of the Eastern members this morning. I spoke to General Burns earlier in the morning, and apparently there were at least two Western speakers on the list to participate in the discussions this morning. Mr. Zorin, the chairman of the Soviet delegation, had been told by Mr. Eaton, the chairman of the United States delegation, that there would be a Western proposal submitted later this week. This was before the Committee actually met.

When the Committee did meet under the chairmanship today of Mr. Naszkowski of Poland, Mr. Zorin made the statement in which he accused the Western members of the Committee of refusing to negotiate, and made other charges, and said that the Eastern members would be carrying their proposals to the United Nations. Then, in spite of the fact that Western members were trying to get the floor, the Polish chairman refused to allow any of them to do so. Instead he called on each of the other four Eastern members, and then he and the whole Eastern delegation stalked out. Therefore no representative of the Western nations was permitted to speak at all. When this happened Mr. Ormsby-Gore, the head of the British delegation, took the chair and Mr. Eaton tabled the United States plan. Of course that was all that could be done at this meeting.

I should like to explain to the House that the Soviet plan was issued with a great flourish of trumpets just a day or two before the Ten-Member Committee resumed its sittings, which I think was on June 2. All the foreign ambassadors in Moscow were called in and given copies of the Soviet plan. In reporting to the House I said then that there were heavy propaganda overtones to the introduction of this Russian proposal.

Once the meetings of the Committee had commenced, the Western delegates endeavoured to get clarification of the various points in the Eastern proposal, and made various suggestions. For example, the head of the Canadian delegation, General Burns, made a very useful speech on Friday last. I have not yet received the verbatim report of his remarks, but when I do I will probably ask for leave to table it. In addition, of course, there have been discussions going on among the four Western nations concerning what reply should be made to the Soviet proposals. The Canadian reaction to the Soviet proposals was duly given to General Burns some days ago. It has been important that in the work of this Committee the Western nations should work together as closely as possible. Of course the Eastern nations do not have that problem, because the four, apart from the Soviet, simply appear to do exactly what they are told by the Soviet.

The United States completed their reactions to the Soviet proposals late last week, and we received a copy on Thursday evening. There have been consultations in Geneva over the week end concerning the United States proposals and proposals which had been put forward by the other four Western nations, including Canada, with the intent that there would be a Western plan announced within the next day or two. In addition, the Western plan was to have been taken before the Permanent Council of the North Atlantic Treaty Organization probably today or tomorrow, but certainly early this week, and then it would have been presented in the Committee of Ten.

I am not yet in a position to table the Canadian proposals in response to the Russian suggestions or to the United States proposals—to which, incidentally, they were very close—but in my opinion the new Western proposals and the Soviet proposals of June 2, which the Soviet bloc has now refused to discuss further, could have provided a basis for detailed, businesslike and uninterrupted negotiations. It now becomes obvious that the Soviet side was

not seriously interested in negotiating on the last plan they put forward. I believe that their action in stalking out of the Committee as they did this morning was irresponsible, and was taken for propaganda purposes. We will now hear great talk in the United Nations General Assembly about the wonderful plan the Soviets proposed, and there will be charges made that the Western nations refused even to discuss it. I believe further . . . that the Eastern side have overplayed their hand again, just as they overplayed their hand in the breaking up of the summit conference a few weeks ago.

Canada, from the start, has been very much in earnest about the work of this Disarmament Committee. I believe that the Canadian Government, in following that policy, has had the support of every Member of the House, regardless of the party to which he or she belongs, and also the overwhelming support of the Canadian people. We shall continue to be very much in earnest and will do everything we possibly can to work out some solution to the problem. Unfortunately the problem still exists, and Canada will be willing to negotiate and, as I said, do everything she possibly can to help bring about a relaxation of tension.

Naturally these developments are a bit disturbing; but we are dealing here, I believe, with the survival of mankind. This problem we are facing is just that serious. I regret more than I can say that the Soviet and the other four members of the Eastern side should have deliberately walked out of these negotiations knowing that there was a proposal to be discussed within the next day or two. Apparently they were afraid of what would be in those proposals, in so far as world public opinion is concerned. This looks like a deliberate attempt to prevent the Western proposals from getting out to the nations of the world which have not been involved in the work of this Committee.

I take it, of course, that there will be no opportunity now for the Committee to do any further work. I understand that a message has been sent by Premier Khrushchov to the heads of government of the five Western nations, but we have not actually received that. This is obviously a deliberate step taken to try to upset the West and also to gain a propaganda advantage.

I regret having to give such a report to the House . . . but I am afraid that is the situation. I suggest that Canadians should not be downhearted. This is a long road that we are on now and, as I said a minute ago, it is a road which may prevent the ending of civilization. I know all Canadians will do their part in an endeavour to see that some solution is eventually found.

APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. W. M. Jarvis appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1960.
- Mr. P. A. Lapointe appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1960.
- Mr. J. D. L. Rose appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1960.
- Mr. C. O. Spencer appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1960.
- Mr. H. L. Weidman appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1960.
- Mr. A. P. McLaine posted from Ottawa to the Canadian Embassy, Moscow. Left Ottawa June 2, 1960.

- Mr. J. A. McCordick posted from Ottawa to the Canadian Legation, Prague. Left Ottawa June 2, 1960.
- Mr. A. J. Andrew posted from the Canadian Legation, Prague, to Ottawa. Left Prague June 3, 1960.
- Miss M. W. Greenwood posted from Ottawa to the Canadian Legation, Warsaw. Left Ottawa June 6, 1960.
- Mr. R. R. Robert appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 6, 1960.
- Mr. D. W. Munro posted from Ottawa to the Canadian Embassy, Beirut. Left Ottawa June 8, 1960.
- Mr. D. C. Arnould posted from the Permanent Mission of Canada to the United Nations, New York, to Ottawa. Left New York June 9, 1960.
- Mr. J. M. G. Dery posted from Ottawa to the Canadian Embassy, Tel Aviv. Left Ottawa June 12, 1960.
- Mr. V. C. Moore posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa June 13, 1960.
- Mr. J. S. Stanford appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 13, 1960.
- Mr. D. L. Westrop posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa June 15, 1960.
- Mr. C. C. Eberts, Canadian Consul General at San Francisco, posted to Ottawa. Left San Francisco June 16, 1960.
- Mr. P. E. Uren resigned from the Department of External Affairs effective June 16, 1960.
- Mr. W. H. Holmes posted from the Canadian Consulate General, Los Angeles, to the Permanent Mission of Canada to the United Nations, New York. Left Los Angeles June 18, 1960.
- Mr. D. W. Fulford posted from the Canadian Embassy, Buenos Aires, to Ottawa. Left Buenos Aires June 19, 1960.
- Mr. J. G. Bisson appointed Canadian Consul General at New Orleans. Left Ottawa June 20, 1960.
- Miss E. P. MacCallum retired from the Public Service effective June 20, 1960.
- Mr. D. H. W. Kirkwood posted from the Canadian Embassy, Athens, to the Canadian Embassy, Bonn. Left Athens June 22, 1960.
- Mr. J. G. B. Gignac posted from Ottawa to the Canadian Consulate General, Boston. Left Ottawa June 23, 1960.
- Mr. G. A. Rau posted from the Canadian Consulate General, Boston, to Ottawa. Left Boston June 27, 1960.
- Mr. R. V. Gorham posted from the Canadian Embassy, Tokyo, to Ottawa. Left Tokyo June 29, 1960.
- Mr. A. F. Hart posted from Ottawa to the Canadian Military Mission, Berlin. Left Ottawa June 30, 1960.

EXTERNAL AFFAIRS

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GATT Sixteenth Session

CANADA was represented, as usual, at the sixteenth session of the contracting parties to the General Agreement on Tariffs and Trade held in Geneva from May 16 to June 4. In addition to routine and technical matters relating to the administration of the Agreement, the session dealt with a number of issues of major importance for the development of world trade and the strengthening of the GATT.

Regional Economic Arrangements

The constitution of customs unions or free-trade areas involves an exception from the basic rule of most-favoured-nation treatment upon which GATT is based. It is recognized, however, that such regional arrangements can, in appropriate circumstances, be useful in promoting economic development in the countries concerned and in contributing to the expansion of world trade generally; accordingly, Article XXIV of the GATT authorizes countries to establish customs unions or free-trade areas among themselves subject to certain conditions designed to ensure that the new arrangements shall not result in the raising of barriers to the trade of outside countries. Arrangements for the constitutions of customs unions or free-trade areas involving GATT countries must therefore be submitted to the contracting parties for approval in keeping with the provisions of Article XXIV.

European Free Trade Association

The Stockholm Convention establishing a European Free Trade Association was signed in Stockholm in November 1959 by representatives of the United Kingdom, Norway, Sweden, Denmark, Austria, Switzerland and Portugal. The convention was transmitted to GATT shortly thereafter, and contracting parties were given an opportunity to seek further information and clarification from the EFTA countries by submitting written questions. A full examination of the convention was carried out by a working party at the sixteenth session on the basis of the replies by the EFTA countries. The working party considered in detail the provisions of the convention relating to such questions as the use of quantitative restrictions and rules of origin as well as the treatment to be accorded to agricultural and fishery products. Particular attention was given to the bilateral agreements relating to agricultural trade concluded between some of the EFTA countries, certain of which include provisions that could raise difficulties in terms of the provisions of the GATT. The report of this working party will be considered at the seventeenth GATT session in November, when it is expected that decisions may be taken on the compatibility of the EFTA convention with the provisions of Article XXIV.

European Economic Community

The Rome Treaty establishing the European Economic Community or "Common Market" among France, West Germany, Italy, the Netherlands, Belgium and Luxembourg came into force on January 1, 1958. This arrangement has been considered in GATT on several occasions in the past but no decisions were taken in view of the fact that the plans of "The Six," in respect of some important aspects of the EEC such as the common external tariff and the common agricultural policy, had not yet been determined.

At the sixteenth session, a representative of the European Commission presented a report on recent EEC developments, including the completion of the future common external tariff of the Community, the acceleration of the timetable for the implementation of the Rome Treaty, the development of proposals by the Commission for a common agricultural policy and the extension of some of the benefits of the reductions in tariffs and enlargement of import quotas among members to third countries.

The EEC report was welcomed by a number of countries, some of which (including Canada) emphasized the importance of the eventual decisions of "The Six" on their common agricultural policy and the need to have the Committee's proposals in this field examined in GATT at an early date.

Latin American Free Trade Area

In February 1960, Argentina, Brazil, Chile, Mexico, Paraguay, Peru and Uruguay signed a free-trade area treaty in Montevideo. As four of the signatories are also contracting parties to the GATT, the treaty was submitted to the sixteenth session for preliminary consideration by a working party.

The treaty itself is general in nature and provides for the elimination of tariffs on a range of industrial products over a twelve-year period. It establishes a framework for the regular negotiations of reciprocal concessions among member countries. Many details remain to be worked out.

The working party will meet again in October 1960 to continue its work and to provide an opinion on the compatibility of the provisions of the treaty with the principles and provisions of the GATT.

Removal of Import Restrictions

The progress achieved since the last GATT session in removing those import restrictions remaining in certain GATT countries, in keeping with improvements in their financial and economic conditions, was reviewed in some detail at the sixteenth session. This has been a major GATT objective, particularly since most European trading currencies were made convertible on external account at the end of 1958. It was noted that substantial progress had been accomplished since that time. During the session a number of contracting parties announced further measures of trade liberalization and others indicated that they would soon be taking steps in that direction.

Another development at the session was the announcement by a number of countries that they no longer regard themselves as having balance-of-payments difficulties. Under the General Agreement, import restrictions are not permitted except in so far as they may be necessary to protect a member's balance of payments. There was preliminary discussion at the session regarding the method of dealing with residual import restrictions remaining in countries that no longer experience balance-of-payments difficulties. It was agreed that contracting parties retaining such restrictions should be prepared to publish them and to inform the GATT of their plans for dealing with them. Meanwhile, consultations could be arranged with such countries under GATT procedures upon request by other contracting parties having a substantial interest in the restrictions involved.

Avoidance of Market Disruption

The problem of opening markets, particularly in the developed countries, to the products of low-cost countries, while avoiding market disruptions in the importing countries, was discussed by the contracting parties at their fifteenth session in Tokyo. Severe restrictions on imports from low-cost countries are maintained by certain GATT countries. In others, where imports are not restricted, large increases in imports of certain goods taking place over a short period have caused difficulties in the importing countries. It was recognized that solutions should be found that would permit an orderly growth of exports from the low-cost countries while avoiding such market disruptions. At the fifteenth session, the Secretariat was given the task of preparing a factual report on this problem in both importing and exporting countries. The contracting parties examined this question at their sixteenth session in the light of this Secretariat study and agreed to refer it to a working party. The main function of this group will be to recommend multilaterally acceptable solutions consistent with the principles and objectives of GATT, for those problems which appear to call for immediate action, and to report to the seventeenth session.

The working party was also authorized to make appropriate arrangements for a study of the various economic, social and commercial factors underlying these problems, and in particular of the effects of differences in the costs of various factors of production and marketing, including labour costs.

A Canadian representative was appointed chairman of the new working party.

Programme for Expansion of World Trade

At their fourteenth session in November 1958, the contracting parties approved a three-pronged programme for the expansion of world trade. In response to a United States initiative, a committee was created to make arrangements for a new round of multilateral tariff negotiations — the sixth since GATT was established in 1948. A second committee was given the task of considering ways and means of reducing barriers to trade in agricultural products. Finally, the contracting parties appointed a third committee to examine the special trading

problems of the less-developed countries. All three committees have held meetings in 1959 and 1960, and submitted progress reports to regular GATT sessions.

1960-61 Tariff Conference

Arrangements for the GATT tariff conference were reviewed at the sixteenth session. The conference will begin on September 1, 1960, in Geneva, and in its first phase, extending to the end of the year, will be devoted mainly to negotiations with the members of the European Economic Community regarding the level of the proposed EEC common external tariff, as well as to negotiations with acceding countries. The second phase of the conference, beginning on January 1, 1961, will be concerned with the negotiation of new reciprocal tariff concessions. Many GATT countries, including the United States, the United Kingdom, and other members of the European Free Trade Association (EFTA), the EEC countries and Canada, have indicated their intention of participating in the forthcoming conference.

Agricultural protectionism

Since it was established in 1958, Committee II of the GATT has conducted a detailed examination of the agricultural situation and in particular of the barriers to agricultural imports in most GATT countries. The Committee's reports have revealed that the impact and scope of agricultural protectionism was greater than had been expected. At the sixteenth session, the contracting parties decided that this important work should be pursued vigorously and that the Committee should, after completing its country examinations, undertake a detailed study of this problem on a commodity-by-commodity basis, with a view to promoting an effective lowering of non-tariff barriers restricting agricultural trade. As a major agricultural exporting country, Canada is participating actively in the work of this committee.

Trade Problems of Less-developed Countries

Committee III of the GATT was established to examine the trade problems of less-developed countries. In taking this step, the contracting parties recognized that the rapid expansion of world trade in recent years had not benefitted the less-developed countries to the same extent as it had the industrialized countries. During the sixteenth session the contracting parties reviewed the work of this committee and approved its future programme. Satisfaction was expressed by many contracting parties at the measures taken in a number of countries to reduce certain obstacles to the trade of less-developed countries. The importance of making further concrete progress at an early date was underscored by most speakers.

Establishment of GATT Council

One of the major developments at the sixteenth session was the decision taken by the contracting parties to establish a "Council of the Representatives of the Contracting Parties". The Council will be composed of senior officials from all

contracting parties willing and able to provide such senior representation. Its main functions will be to consider urgent matters arising between sessions, to supervise the work of committees and other subsidiary bodies, and to prepare for GATT sessions. A large number of countries, including Canada, have indicated their intention to be represented on this new GATT body. The establishment of the council should materially strengthen the administration of the General Agreement and permit a more effective handling of the growing responsibilities of the contracting parties.

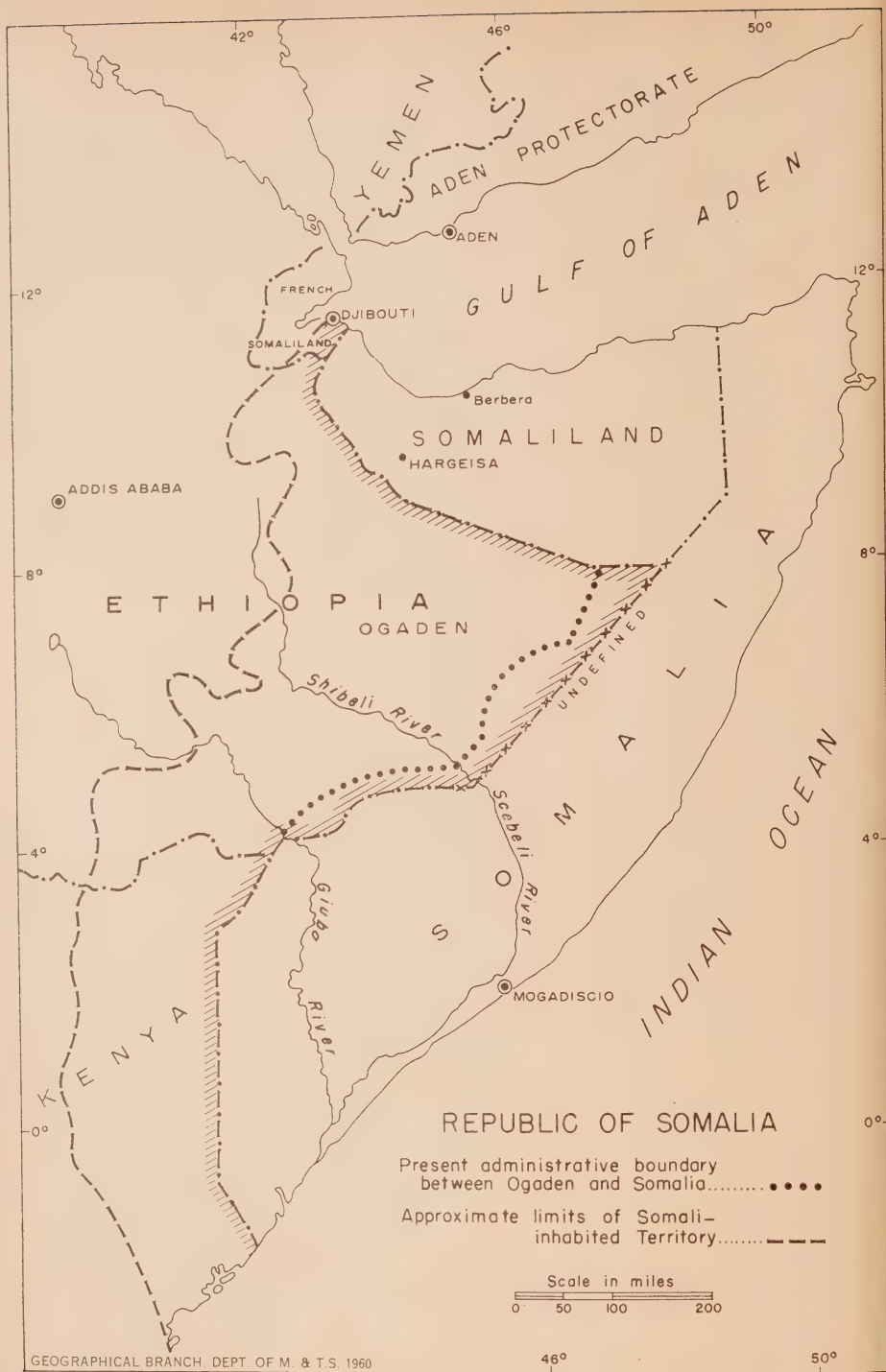
The Republic of Somalia

UNTIL the mid-nineteenth century, the Horn of Africa was marked by the sometimes weak but persisting hegemony of a Christian kingdom entrenched on the Ethiopian plateau and bordered along the coast by a fringe of Muslim tribes. The slow transformation of these tribal agglomerations into peripheral states bordering Ethiopia proceeded one step further on July 1, 1960, with the coming into being of the Republic of Somalia through the union of Somalia and Somaliland. The latter, formerly the British Somaliland Protectorate, attained independence on June 26 after eighty years of nearly unbroken British rule. For Somalia, a United Nations trust territory under Italian administration since 1950, independence and union coincided. On this occasion, the Prime Minister of Canada sent the following message to Prime Minister Abdullahi Issa of Somalia: I wish to convey to you, in the name of the Canadian Government and people, my warmest congratulations on the occasion of Somalia's attainment of independence and my most sincere good wishes for the happiness and prosperity of the State and people of Somalia. A similar message had been sent on June 26 to the Council of Ministers of Somaliland.

The frontiers of the new republic, which extends along Ethiopia's eastern flank from the Gulf of Aden to the Kenya border, encompass approximately 268,000 square miles. In the north, an escarpment rising in places to 7000 feet runs roughly parallel to the Gulf of Aden. From there and from the Ethiopian frontier, the generally flat, dry land, covered mainly with acacia trees and scrub bushes, slopes gently toward the ocean. Settled agriculture is concentrated between Somalia's only two permanent rivers and occurs also in some parts of Somaliland. Elsewhere, the low rainfall permits only the nomadic pastoralism that has remained to this day the occupation of the great majority of Somalis. Along the extended 1500-mile coastline, there are no good harbours. Mogadiscio, the capital of the new state, is, with its population of nearly 80,000, the largest city.

Population Distribution

Taken as a whole, the Somalis probably constitute one of the largest homogeneous groups in Africa. The combined population of the Republic of Somalia is nearly two million, with 1.3 million living in Somalia and about 450,000 in Somaliland. Sizable groups of Somalis also inhabit areas immediately adjacent to the frontiers of the new state. French Somaliland comprises about 30,000 Somalis out of a total population of 67,000. An estimated half million Somalis live in the Harar and Ogaden provinces of Ethiopia and there are approximately 80,000 others in Kenya's Northern Frontier Province. Quite naturally, the Somalis outside the new republic have watched with keen interest the political evolution of their newly independent brothers.



If, in contrast to other African states where divisions complicate the attainment of nationhood, the Somalis share a common background, religion and language (a still unwritten Hamitic language with some Arabic elements), their life is still largely centred around a strong and politically significant internal tribalism. The Darod (450,000) and the Hawiya (300,000) are mainly nomads and constitute a substantial majority in Somalia. The Digil-Rahanwein (350,000) are sedentary cultivators living in the southern region between the two rivers and have been traditionally subjected to nomadic pressures. The same pattern is repeated in Somaliland except for the lesser numerical importance there of the sedentary element.

Economic Problems

The economy of the new republic is still entirely an agricultural and nomadic life extremely susceptible to the consequences of drought and disease. The soil is generally poor and the surveys in progress, including oil prospecting, have not yet revealed any other commercially exploitable natural resources. As the balance of imports and exports of Somalia was achieved during the period of trusteeship only as a consequence of Italian subsidies (total Italian transfers since 1950 are estimated at roughly \$100 million), the country will have to rely for some time on outside assistance to overcome its balance of payments and budget deficits. The Government of Italy has announced that it will continue to aid the country by supplying technical assistance, helping to meet the budgetary deficit and continuing the subsidy on the sale of bananas to Italy. These bananas provide three-quarters of Somali exports. The United Kingdom will provide assistance for that part of the country which was formerly Somaliland within the limits of the financial aid provided before independence. Help will also come to the new republic from the United States and from United Nations programmes. It has been variously estimated that external financial aid will be required for the next ten to twenty years. In any case, as the Republic of Somalia will be expected not only to continue the present moderate pace of development but also to meet the expectations independence normally arouses, its requirements for foreign aid are unlikely to diminish, a fact that will remain the overriding consideration of its future policy.

The present configuration of the Horn of Africa is the result of a dual process of expansion that has been going on for centuries, the Christian Amharas pressing steadily south from Eritrea and the north of Ethiopia and the Somalis moving west and southwest from the coast and, at one time, during the sixteenth century, overrunning most of Ethiopia. When, in the nineteenth century, Ethiopia asserted her control of the outlying parts of its territory, the Somalis had already entered into treaties of protection with the European powers and the agreements between the latter and Ethiopia fixing the frontiers of the Horn had the effect of creating the division of Somalis noted above. Of course, frontiers were at that time of little significance to the nomads who crossed them regularly in search of grazing.

Recent History

Although there had been prior treaties, the British connection with Somaliland was established after 1885, when the Egyptian garrisons that had come ten years earlier to substantiate the claims of the Khedive of Egypt to most of the coast were withdrawn during the Mahdi revolt in the Sudan. Treaties guaranteeing British protection were then concluded with a number of Somali tribes. The limits of British and French influence were subsequently defined as well as the boundary with Italian Somaliland and with Ethiopia. From 1905 to 1940 the Protectorate was administered by the Colonial Office, after having been for a time a dependency of the Government of India. A brief spell of seven months of Italian control in 1940-41 was followed by a British military administration, which lasted until 1948, when the Colonial Office resumed responsibility.

The territory under Italian control was established as an Italian colony in 1889, when a treaty was concluded with a coastal sultan. Following Ethiopian pressure south across what is now the Ogaden Province of Ethiopia, the Ethiopia-Somalia boundary was settled by convention in 1908. In 1936, after their invasion of Ethiopia, the Italians incorporated the Ogaden Province into Somalia. Similar arrangements prevailed under the British military administration after the re-establishment of Ethiopia's independence in 1941 and, as British Somaliland was then also administered from Mogadicio, inter-territorial arrangements regarding the grazing rights of the Somali tribes were made possible for the first time. It was against this background that, in 1946, when the future of the former Italian colonies was under consideration, Mr. Ernest Bevin, the United Kingdom Foreign Secretary, proposed the idea of a British-administered United Nations trusteeship for a greater Somalia comprising British Somaliland, Italian Somaliland and, if Ethiopia agreed, the adjacent area of Ethiopia. Because of understandable Ethiopian reluctance to part with a sizable portion of its territory and after the Council of Ministers failed to reach agreement on the future of Italian Somaliland, the General Assembly of the United Nations decided in 1949 to place Italian Somaliland under a trusteeship administered by Italy. One feature of the trusteeship agreement signed in 1950 was the setting of December 2, 1960, as the date for independence. During the fourteenth session, at the request of the Italian Government, which had been prompted by a motion passed in the Legislative Assembly of Somalia, the General Assembly adopted a resolution co-sponsored by Canada, advancing the date of independence to July 1, 1960. Another distinctive feature of the agreement was the setting-up, to aid and advise the administering authority, of a United Nations Advisory Council made up of Columbia, the Philippines and the United Arab Republic and permanently located in the trust territory.

Preparations for Independence

The political and administrative development of Somalia was undoubtedly affected by the setting of a definite target date, as the amount of work which had to be

compressed within the relatively short period of ten years did not permit the luxury of extremism or of complacency. There was indeed little demand for earlier independence. From 1950 to 1955, an appointed Territorial Council, established as the territory's first consultative organ, exercised legislative authority under the Administrator's control. This Council was transformed in May 1956 into an elective 70-member Legislative Assembly, with full legislative powers over domestic affairs, the Administrator retaining the right of absolute veto and external affairs remaining under the control of the administering authority. With the coincidental establishment of a government of responsible ministers, the territory had become virtually self-governing. The task of preparing a constitution for the independent state was first entrusted to a Technical Committee composed of Italians and Somalis, who produced a draft that was then examined by a Political Committee, which the Trusteeship Council had recommended be broadly representative of all shades of political opinion and interests. Somali's Legislative Assembly considered this draft in the months immediately before independence and adopted it in its special capacity of Constituent Assembly. With the attainment of independence this Constitution has entered provisionally into force and will be the object of a popular referendum during the year following independence. The superimposition of a modern political structure on a still largely traditional society through a democratic instrument based on Western models will not be without difficulties as tribal influences and allegiances will continue to persist until the population becomes sedentary and an adequate cadre of Somali administrators is fully developed. As in other similar situations, the requirements to maintain the unity and reality of the new nation-state may conflict with the letter of the constitution.

Special Somaliland Problems

At the present stage, Somaliland is less politically experienced than Somalia. Although a territorial Advisory Council was established in 1947 and Legislative and Executive Councils in 1957 (executive and legislative power had remained until 1957 solely vested in the Governor), a constitution providing for a partly elective Legislative Council was introduced only at the beginning of 1959. In February 1960, a further development took place which gave the territory for the first time a majority of elected Somalis and a system of ministerial government in which the elected Somali ministers outnumbered the official members. It is this government which promoted the passing on April 6, 1960, of a resolution calling for early independence and union with Somalia.

Delegations from both Somali territories held unofficial talks in Mogadiscio in mid-April and agreed that the two territories would unite on July 1 into a unitary state, that their respective legislative organs would merge by the same date into a National Assembly, and that a coalition government would be formed by the political parties then in power in the two territories. As this stage, the elected ministers of British Somaliland approached the Governor to ask for early discussions with the United Kingdom's Secretary of State for Colonies. At

the conference held in London at the beginning of May, it was decided that the Protectorate should become independent on June 26, 1960. Agreement was also reached on arrangements concerning the provision of financial aid for the first year of independence and the continued availability, for an interim period of six months after independence, of such British administrative staff and military personnel as Somaliland might wish to receive. As the new Republic of Somalia is in no way connected with the Commonwealth, the association with it which the Protectorate enjoyed through its relationship with the United Kingdom was relinquished when it united with Somalia.

Frontier Difficulties

Apart from the serious problems of adjusting to union and integrating the administration of the two territories, the Government of the new Republic has on its hands two serious and unresolved frontier problems. With the independence of Somaliland the Anglo-Ethiopian agreement of 1954 regulating the grazing arrangements of Somaliland nomads lapsed automatically. An estimated third of the population of Somaliland accompanied by Protectorate officials crossed the border each year into Ethiopia in search of grazing and water for their stock and, as was inevitable, such migrations were occasionally marred by tribal clashes. After denunciation by Ethiopia of any plan or ambition affecting Ethiopia's territorial integrity and a rebuff to the delegation of Somaliland ministers who recently went to Addis Ababa to discuss post-independence grazing arrangements, the Emperor of Ethiopia recently announced that the Ethiopian Government would continue to permit Somaliland tribesmen to make use of Ethiopian grazing grounds pending definitive arrangements but only if no attempt was made to incorporate Ethiopian territory into a still greater Somali republic.

Moreover, the question of the frontier between Somalia and Ethiopia has yet to be resolved after many years of discussion between the parties concerned and by the United Nations. An arbitration tribunal has been constituted but the two parties have not reached agreement on its terms of reference. The Ethiopians maintain that the question is solely one of resolving differences over the interpretation of the terms of the 1908 convention between Ethiopia and Italy while the Somalis insist that other international instruments are relevant and must be considered together with factors of equity and welfare of population. For the time being, a provisional administrative boundary line established by the British military administration in 1951 separates the two countries. The solution of these two frontier problems will very much depend upon the manner in which the union of the two states affects the attitude of the coalition government of the independent Republic of Somalia.

Political Parties

Three main parties dominated the political scene in the former trust territory. One, the Independent Somali Constitutional Party (HDMS), consisting almost entirely of sedentary cultivators inhabiting Digil-Rahanwein, favoured at one time

a federal organization in Somalia that would accord them a degree of regional autonomy to enable them more easily to resist the pressure of the nomadic element. The Somali Youth League, which has supplied the Government of Somalia since the introduction of the ministerial system in 1956, has been controlled by Hawiya elements. The main opposition to the government party has stemmed from the Greater Somalia League, which was founded by Haji Muhammed Hussein after his deposition as president of the Somali Youth League. As his support comes mainly from the Darod element, the numerical importance of which has now been increased by the addition of the Darods of Somaliland (there are also 350,000 Darod tribesmen in the Ethiopian Ogaden), the task of the coalition government of Mogadiscio in pursuing the integration of the two territories and avoiding any serious friction with its Ethiopian neighbour may become more complicated. However, with the subsiding of the first emotional upsurge that inevitably accompanies independence and the growing realization of the economic importance of good relationships and of the immensity of the internal task facing it, the new state should become resigned to solving its problems without rancour and dedicated to playing a full part in the work of the United Nations, of which it is expected to become a member in the autumn of 1960.

International Labour Organization

THE International Labour Organization (ILO) held its forty-fourth conference from June 1 to 23, 1960, in Geneva, Switzerland. Similar conferences have been held annually by the ILO since its establishment in 1919 by the Paris Peace Conference. At these meetings tripartite delegations, consisting of representatives of the government, employers and workers of each member state, come together to promote the improvement of working and living conditions throughout the world. The twenty-five member Canadian delegation to the forty-fourth conference was headed by the chief government delegate, Mr. George V. Haythorne, Assistant Deputy Minister in the Federal Department of Labour. The second government delegate was Mr. Paul Goulet, Director of the ILO Branch, Department of Labour. The employers' delegate was Mr. T. H. Robinson, manager of the Industrial Relations Section of Canadian International Paper Company of Montreal. Mr. Stanley H. Knowles, Executive Vice-President of the Canadian Labour Congress, was the workers' delegate.

Joins Specialized Agencies

Originally associated with the League of Nations, the ILO became in 1946 one of the United Nations Specialized Agencies (of which there are now twelve), which were established by inter-governmental agreement to encourage co-operation in the economic, social, cultural, health, scientific and educational fields, and which were brought into relationship with the United Nations at the time of its establishment, or subsequently, to further the aims of the United Nations Charter.

The annual conference is the top policy-making body of the Organization, to which all member nations are entitled to send delegations. It is also attended by observers from the United Nations, the other Specialized Agencies, the non-metropolitan territories, and non-governmental organizations. Some 900 delegates, advisers and observers attended the forty-fourth conference. As a result of a decision of this conference, the membership of the ILO was increased to 83 with the admission of three new member states from Africa—Cameroun, the Federation of Mali and the Republic of Togo. Canada has been a member since the creation of the ILO in 1919.

One of the principal methods by which the ILO seeks to achieve its objectives is the adoption of conventions and recommendations setting down international labour and social standards. The forty-fourth conference adopted one convention and two recommendations, bringing the totals to 115 conventions and 114 recommendations adopted in the forty-one years of the ILO's existence. These three international instruments were supported by the Canadian government employers' and workers' delegates.

Radiation Protection

The new convention aims at the protection of workers against ionizing radiations (those producing electrically-charged particles). It provides, among other things, for the establishment of maximum permissible doses and of maximum permissible amounts of radioactive substances which can be taken into the body. Member countries which ratify this convention undertake to give it effect through laws, regulations, codes of practice, or other appropriate means and to report annually on its implementation.

One of the recommendations adopted by the forty-fourth conference is intended to supplement the new convention and covers in greater detail the matters dealt with in the convention, including the maximum permissible levels of radiation, technical questions dealing with methods of protection, monitoring, medical examinations and inspection. In addition, a resolution concerning the protection of female workers against ionizing radiations was adopted, which requested the governing body of the ILO to keep under review the medical problems posed by the employment of women of child-bearing age in radiation work and to take appropriate action in the light of advancing scientific knowledge.

The second recommendation adopted by the conference is intended to encourage effective consultation and co-operation at the industrial and national levels between public authorities and employers' and workers' organizations as well as between these organizations on matters of mutual concern. Unlike conventions, ILO recommendations are not subject to ratification by governments but set forth general principles to guide governments in drafting regulations.

Hours of Work

The forty-fourth conference took preliminary action towards the adoption of two other international instruments. It approved the conclusions of its Committee on Reduction of Hours of Work, and decided to put the question on the agenda of its next ordinary session for a second discussion with a view to adopting a recommendation. In its report, the Committee had expressed the view that a new international instrument in the form of a recommendation should be adopted which would put forward the 40-hour week as a social standard, and which would set a maximum limit to normal hours of work. Similar action was taken on the report of the conference's Committee on Workers' Housing, which had adopted a set of conclusions with a view to adopting at the next session of the conference a recommendation concerning the housing of manual and non-manual workers, and aged, retired or physically-handicapped persons. The Committee's report proposed, as an objective of national housing policy, the promotion of construction of housing which would not cost the worker more than a reasonable proportion of his income, whether in the form of rent or in periodical payments toward purchase.

Another important aspect of the conference's activities is the general discussion which takes place on certain key labour problems. This year the emphasis was

placed on "Youth and Work", which was the subject of the Director-General's report to the conference. This problem was linked to what the Director-General regarded as the central fact and challenge of modern times — "the struggle of the peoples of Africa, Asia, the Middle East and Latin America to create new societies in which they may live in personal freedom, in dignity and peace". It was pointed out that the needs of youth differed according to the level of development of their society. In the more advanced countries, the need was for broad education supplemented by technical training to keep up with technological developments. In less-developed areas, the primary need was for the creation of employment opportunities. This emphasis on youth is reflected in the ILO's technical-assistance work, a major part of which is now devoted to preparing youth for work through vocational training, apprenticeship, training of technicians and supervisory staff, and management development. In addition the ILO has established a panel of consultants on the problems of young workers. The forty-fourth conference adopted a resolution requesting the governing body to give early and special consideration to the problems of young workers, including those in rural areas, and to consider placing on the agenda of an early conference the question of revising existing instruments and/or the adoption of one or more international instruments dealing with the living and working conditions of young workers.

The ILO has been giving increasing prominence to the needs of the newly independent and developing countries of the world. The forty-fourth conference discussed the contribution which the ILO could make toward the improvement of living conditions and the raising of income in rural communities, particularly in countries in the process of development. The resolution which it adopted on this subject pointed up the urgency of the need to improve conditions of life, work and production in countries in the process of development, outlined principles which should be followed in programmes of rural development, and called upon the governing body of the ILO to consider plans for a special long-term ILO programme of research and promotional activities designed to raise income and living conditions in rural communities of developing countries.

In other resolutions, the conference dealt with the role of the ILO in expanding economic aid to developing countries, with the question of discrimination and with the publication work of the ILO.

Educational Role

The importance of the educational function of the ILO, particularly for the developing countries, was a point stressed by the Director-General at the conference in his references to the International Institute for Labour Studies, which had been established earlier in the year by the governing body. As the Director-General saw it, the use which responsible leaders in developing countries made of the ILO, and the policies which they formulated and applied would depend on their understanding of the needs of their own countries. The International

Institute for Labour Studies is conceived as a place where persons with a certain amount of experience and responsibility in labour matters could withdraw temporarily from their work in order to study, discuss and compare experiences with others and thereby develop the methods of inquiry, analysis and judgement required to produce and implement sound programmes.

At the forty-fourth conference, elections were held to decide the membership of the ILO governing body, the executive council of the Organization which meets at least three times a year. Canada, as one of the ten members of chief industrial importance which may appoint a government representative to the governing body, does not participate in these elections. Elected to three-year terms were 10 government, 10 employer and 10 worker members and a similar number of deputy members. As a result of these elections, the governments represented on the governing body for the next three years include Argentina, Ceylon, Denmark, Ghana, the Netherlands, Panama, Roumania, Tunisia, Uruguay and Venezuela, as well as the ten members of chief industrial importance: Canada, China, France, the Federal Republic of Germany, India, Italy, Japan, the United Kingdom, the U.S.A., and the U.S.S.R. The Canadian employer delegate at the conference, Mr. T. H. Robinson, was elected employer deputy member on the governing body and Mr. K. Kaplansky, Director, International Affairs Department, Canadian Labour Congress, was elected worker deputy member.

Moscow Delegation Visits Ottawa

A DELEGATION from the City of Moscow, headed by Nikolai I. Bobrovnikov, Chairman, Executive Committee of the Moscow City Soviet, arrived in Ottawa on June 19 for a ten-day visit as guests of the City of Ottawa. Accompanying Chairman Bobrovnikov were Mr. Evgeni K. Ragozin, Deputy of Moscow City Soviet; Mr. Anatoli P. Alekseev, Chief Engineer, Moscow Furniture Plant; Mr. Ilia S. Gavrilin, Chairman, Executive Committee, Proletarsky Region of Moscow; Mr. G. P. Besedin, member of the Parliamentary Group of the U.S.S.R. and Assistant, Moscow Executive Committee; Mr. Boris A. Samoilov, Chief of Board of Communal Service of Moscow Executive Committee; Mrs. Irina S. Samoilova, architect, Institute of Moscow Project; and Mrs. Lyubov I. Shaverneva, teacher, No. 1 School, Moscow.

The delegation was received at the Chateau Laurier by Mayor George H. Nelms and members of the Ottawa Board of Control. On their first full day the delegation visited the City Hall and held talks with city officials. The same evening they attended a meeting of the City Council.

Activities in Ottawa

Members of the delegation were received by the Prime Minister on June 22 and by the Speaker of the House of Commons on June 27. In addition to visiting areas under the National Capital Commission of Canada, the delegation toured Ottawa civic buildings and facilities, housing developments, shopping centres, food-packaging and distributing services, department stores, educational institutions, etc.

Before leaving Canada on July 2, the delegation visited the St. Lawrence Seaway installations at Cornwall, Ontario, the Thousand Islands, Niagara Falls, the Rideau Lakes district, and the Laurentians. The visitors were also received by the civic authorities of the cities of Cornwall, Toronto, Niagara Falls, Hamilton and Montreal.

The City of Ottawa is expected to send an official delegation, headed by Mayor Nelms, to visit Moscow later this year.

This exchange of visits is one of a number that have taken place in past months between Canada and the U.S.S.R. The Canadian Government is in favour of such contacts on a broadly reciprocal basis and on several occasions has indicated in public its approval of this policy. Thus, in the House of Commons on June 6, 1960, the Prime Minister spoke of "the need of a continued readiness to retain existing contacts with the Soviet world and extend those contacts on the basis of mutual agreement whenever the opportunity arises."



Nikolai I. Bobrovnikov, Chairman of the Executive Committee of the Moscow City Soviet (left) exchanges a warm handclasp with Mayor George H. Nelms of Ottawa, his host during the recent visit to Canada's capital of a Moscow civic delegation.

The Canada—United States Committee on Joint Defence

THE Canada-United States Committee on Joint Defence, which held its third meeting at Montebello, Quebec, on July 12 and 13, was established as the result of discussions held in Ottawa in July 1958 between Prime Minister Diefenbaker and President Eisenhower. Its purpose is to enable the two governments to consult periodically at the Cabinet level on matters affecting the mutual defence of Canada and the United States and to review not only military questions but also the political and economic aspects of joint defence problems.

The first meeting of the Committee was held in Paris in December 1958 and the second at Camp David, Maryland, in November 1959.

At the most recent meeting, the United States was represented by Mr. Robert B. Anderson, Secretary of the Treasury, Mr. Thomas S. Gates, Jr., Secretary of Defense, and Mr. Livingston T. Merchant, Under-Secretary of State for Political Affairs. Secretary of State Christian A. Herter regretted that developments requiring his personal attention obliged him to cancel his plans to come to the meeting. Canada was represented by Mr. Howard C. Green, Secretary of State for External Affairs, Mr. Donald M. Fleming, Minister of Finance, Mr. George R. Pearkes, Minister of National Defence, and Mr. Raymond J. O'Hurley, Minister of Defence Production. The United States Ambassador to Canada, Mr. Richard B. Wigglesworth, and the Canadian Ambassador to the United States, Mr. A. D. P. Heeney, and other senior officials of the two governments were also in attendance.

The communiqué issued on July 13 read in part as follows:

The members of the Committee welcomed the opportunity which this meeting afforded them to have a timely discussion on a broad range of recent international developments of interest and concern to the two governments. They agreed that situations which arise should always be dealt with in a manner which will promote the objectives of the United Nations and contribute to international peace and stability.

By its nature the Committee's discussions are largely concerned with matters involving the vital security interest of the two countries.

The Committee reviewed the current position concerning negotiations aiming at complete and general disarmament under an effective system of control. They deplored the recent action of the Soviet Union in withdrawing from the ten-nation meetings, thus frustrating its work. The Committee agreed that efforts for the resumption of meaningful negotiations must be continued. They were further agreed that pending the achievement of general and controlled disarmament there could be no relaxation of defensive measures.

Particular attention was given to a review of the progress achieved on co-operative measures designed to improve the defences of North America and the Committee re-affirmed its conviction that these contribute importantly to the greater strength of collective security within the broader framework of NATO.

The Committee re-affirmed the common desire and intention of both governments further to strengthen the North Atlantic alliance and to improve consultation between members within the North Atlantic Council, and considered ways and means whereby the alliance's objectives might be achieved in the years ahead.

The Committee also reviewed the field of defence production sharing between the two countries. They recognized that this is a long range programme. They re-affirmed the concept as one in the best interest of each country and discussed further steps which might be taken to assure a greater measure of co-operation.

The Committee noted with satisfaction that the existing machinery for consultation on defence matters between the two countries is operating effectively. It was noted in this respect that the Permanent Joint Board on Defence, created by the Ogdensburg Declaration of 1940, would this year be completing the twentieth year of its existence and the Committee expressed its confidence that the Board would continue to play a significant role within the area of its responsibilities.

The date of the next meeting of the Committee will be arranged later.

External Affairs in Parliament

Committee of Supply

On July 14, at the beginning of the debate in Committee of Supply, the Secretary of State for External Affairs, Mr. Howard Green, spoke in part, as follows:

... In opening my report this afternoon I think it might be worth while to outline some features of the world situation at the present time before going on to make some comments on Canada's activities in world affairs. Since the disastrous blowing up of the Summit Conference we have all been living in the shadows caused by that event. Hon. Members will recall that for many months the whole of the Western world, indeed the whole of the civilized world, had been expecting wonderful things of the Summit Conference. Here in Canada we had hoped that there would be not only one successful conference but a series of such conferences, with the result that at least some of the difficulties in world affairs would be overcome.

I am not today going into details as to the reason for the failure of the Summit Conference or for the subsequent walk-out of the Eastern five from the Disarmament Committee of 10 nations; but the cold, hard fact is that today we are living in the shadows caused by these two breakdowns. There has been a lot of rather nasty name calling and there has been a lot of propaganda certainly not designed to create goodwill in the world.

I find it rather difficult to ascertain exactly where Communist propaganda ends or begins as related to policies. I think perhaps the Communist nations have used propaganda in a different sense from the way in which we use it. Their propaganda might go off in one direction while their actual policy might go off at right angles, and they see nothing inconsistent in that. The policy is what they are really working at, but the propaganda is designed to influence world opinion. On the Western side we always think that the propaganda and the policy are exactly the same, and it is very difficult for us to understand that probably they do not mean just the same thing. I do hear reports that the Communist propaganda may be complaining bitterly about something, yet at the same time they are saying quietly, "We will go right ahead and carry on our negotiations. Don't be upset about what is being said in public; we still want to negotiate".

In any event, there has been an increase in tension in the world and, of course, Canada stands to lose as much as any other nation by tension. We lie between the two main protagonists, and the more tension there is the more likelihood there is of our sovereignty being interfered with and our right to run our own country being in jeopardy.

Brighter Side of Picture

So much for the dark side of the picture. I will point out the other side. No doubt I will be accused of being an optimist, but I do not think a foreign minister would be of much use if he were not all for optimism. If he went around with his head down and thinking that the world was coming to an end, then in my judgment he would do much better to take on another job. On the bright side of the picture the Conference on Nuclear Testing, in which the United Kingdom, the United States and the Soviet are participating, is still continuing. I was reading a dispatch this morning from Geneva, and I think it was reporting on the 267th meeting of that Conference. Mind you, throughout all this time there have been no nuclear tests, apart from the French test in the Sahara. It is now almost two years since there was a nuclear test by any one of these three powers.

Another fact which I think is hopeful is that nuclear war still makes absolutely no sense, and I do not think it makes sense in anybody's country or in any language. The situation is still that if there is a nuclear war, in all probability civilization will be destroyed. There are voices raised occasionally to the effect that oh, well, we could have nuclear war and we could clean up this country or that one; but there are not very many responsible people anywhere in the world today who are not admitting that a nuclear war would probably mean the end of civilization.

Another hopeful fact is that in all countries there is a great, deep human ^{oh!} yearning for peace. Perhaps most significant of all is that the nuclear powers are highly sensitive to world opinion. If they were not, if they did not get upset when criticized, I think the world would be in a very bad state. But you will notice that each of these nuclear powers is very careful not to go too far in the way of upsetting world opinion. They want to be able to justify their actions. At the United Nations in New York they rush to the rostrum to defend their actions just as quickly as some of the smaller nations rush to the rostrum to criticize.

It may be that the fact of their sensitivity to world opinion will be the means of saving civilization. That, of course, can only be done through the United Nations, but I am hopeful that world opinions as expressed through the United Nations by countries such as Canada and all the other countries that feel this way will eventually bring about the result that something will be done about cutting down and getting rid of armaments and living in a sane way in this world, in which under present conditions no one is more than 24 hours away from anybody else in any part of the world. . . .

Disarmament Committee

First of all there is the field of disarmament. Canada has had and continues to have a very heavy responsibility in the field of disarmament because of our membership on the Ten-Nation Committee. Last fall I thought it was a wonderful thing for Canada to be a member of the Ten-Nation Committee on Disarmament, but now I am not quite so sure that it was such a wonderful thing. Certainly it involved and still involves a great many difficulties and quite a few heartaches,

and at times one is inclined to think it would have been very nice to be No. 11, not quite on the Ten-Nation Committee but in a position to criticize the other ten. I suppose I get that from being so long in the opposition. There is quite a lot to be said for being an opposition member unless you are in the opposition too long.

However, I repeat that Canada has had heavy responsibilities in the field of disarmament. They involve, not only the work of the committee itself but the five Western members on the Committee had the additional job of advising the three Western heads of government on the question of disarmament in connection with the Summit meeting. That meant quite a bit of work, and unfortunately the work was all lost when the Summit meeting blew up. But it did involve a great responsibility, and I am confident that nobody in Canada or in any other part of the world will dispute that our country made a sincere and honest effort to get results in the disarmament negotiations. We will, of course, continue to do so either in this Committee, if its sittings are resumed, or if disarmament is considered in the Disarmament Commission of the United Nations. In whatever field is available, Canada will be doing her best to further the cause of disarmament.

I should like to trace briefly our main activities as a member of the Ten-Nation Committee. In the first place, we pressed for an early meeting. There were some of the Western countries that did not want to have the disarmament talks commence until after the Summit meeting had been held. If that advice had been followed we can see now just how tragic the result would have been, because very probably there would not even have been a meeting of the Disarmament Committee. We believed it was essential that the Committee should get to work as quickly as possible so that progress could have been made by the time the General Assembly meets again this fall and also because of the urgency of the problem. Our wishes in this regard were fulfilled, and the Committee commenced its sittings in March.

Committee and the UN

We have been in the forefront throughout on that Committee in insisting that the United Nations should be tied in just as closely as possible with the work of the Committee. It was at Canada's urging that references to the United Nations appeared in the original Western proposals, and we had a good deal to do with a representative of the United Nations being in Geneva while the talks were in progress. We also stressed the need for bringing forward the problem of disarming so far as nuclear weapons are concerned. Some of the countries thought that should be deferred until the third stage, that nothing effective could be done about nuclear weapons until a lot of other things had been agreed upon. We believed, and in this we agreed with France, that nuclear weapons were of the first importance, and that there should be at least some moves made to reach agreement on cutting down or doing away with nuclear weapons in the first stage of the proceedings. . . .

Once there had been this breakdown at Geneva in the Ten-Member Committee we thought the best course would be to refer the whole matter back to the

Disarmament Commission of the United Nations. In the final analysis the United Nations has the responsibility for disarmament; that is where eventually any final disarmament agreement will have to be arrived at. It was our opinion that there should be a request made to call the Disarmament Commission as quickly as possible and that the whole situation should be discussed there. We took that position throughout and we still take that position.

Mr. Hammarskjöld, the Secretary-General, said at first that the Disarmament Commission should not meet until the dust had settled, and by that he meant meeting perhaps about the middle of August. Our belief is that it would be advisable to have a meeting of that Commission at some time next month, rather than waiting until a week or two before the General Assembly meets in September, as this has been suggested by some of the other countries. Whether or not this course will be followed I cannot say, but we believe that is the wisest plan.

The Ten-Nation Committee has only been adjourned, it is not dissolved. It may be that eventually it will go to work again. Strange things happen in the world these days and this may occur. We suggested in the letter which the Prime Minister sent to Premier Khrushchov in reply to his rather critical letter to Canada that the past should be forgotten and that the ten nations should resume their work in the Disarmament Committee. I do not know whether that will happen or not; but as I say the Committee has not been dissolved and Canada is only too anxious to carry on with this work either in that Committee, in the Disarmament Commission of the United Nations or in any other body which may be set up for the purpose.

Commonwealth Affairs

Now a few words about Canada's activities in the Commonwealth. As you know our own Prime Minister once again played a very prominent part in the Commonwealth Prime Ministers' Meeting which was held a few weeks ago in London, just as he did in 1957. Canada has a very responsible position in the Commonwealth; we should realize that fact very clearly. After all, we are the senior member of the Commonwealth next to the United Kingdom. We have had some experience in world affairs and we are looked to for leadership. I do not mean taking over leadership from the United Kingdom or anything like that, but Canada has a very big responsibility in the Commonwealth today. I believe that responsibility was shouldered in an admirable fashion by our Prime Minister at this last conference.

Aid-to-Africa Plan

One of the very valuable proposals which came from that conference was the plan to set up a system of aid to the under-developed members of the Commonwealth in Africa. The decision was to study the possibilities of co-operative action for assisting the economic development of the Commonwealth countries in Africa as the first step toward a programme possibly along the lines of the Colombo Plan. Work is going on at the present time in all the countries of the Commonwealth in order that some scheme of that type may be got under way.

A decision was also made to investigate the possibilities for increased exchanges between Commonwealth countries of persons with specialized skills and experiences, particularly senior administrators. The aid-to-Africa plan has those two different features and progress is being made on both of them. I believe this may turn out to be one of the most beneficial plans that the Commonwealth has ever undertaken.

That brings me to the fact that Canada has a very important part to play in helping not only the nations which have become independent and are now fully-fledged members of the Commonwealth, but also the nations which are about to gain their independence. At the present time most of these nations are on the continent of Africa.

Hon. Members will appreciate from what has been happening in the Congo within the last few weeks what a vital continent Africa is in the world today. At the same time I think we will all be very grateful that the manner in which the Commonwealth has launched new nations in Africa has been such that these new nations have been able to stand on their own feet and make real progress. This I think is one of the greatest accomplishments of British statesmanship.

On October 1 Nigeria is to become independent. She is the largest country in Africa with a population of between thirty and thirty-five million people, and I believe Nigeria will play a very large part in the Commonwealth, in Africa and in the United Nations. We are very hopeful of the future of Nigeria. A few days ago I had the Minister of Information of Nigeria visiting here, and in another two weeks we expect to have the Premier of the territory of Northern Nigeria with several of his officials. I also hope to be able to visit Nigeria on the occasion of their independence on October 1.

The relations between our two countries are very close. We now have a Commissioner in Lagos who will become High Commissioner upon Nigeria attaining its independence, and I do not think there could be a better friendship existing today between Canada and this country which is so soon to become one of the leading members of the Commonwealth.

Commonwealth Scholarship Plan

In addition the Commonwealth scholarship plan which was initiated by Canada in 1958 is now getting under way. Eventually Canada will have 250 students from other parts of the Commonwealth studying at our universities. This year we have only 104. Of course, these are two-year scholarships and there will be another course beginning next year, so there will then be approximately 250 in Canada. The Department issued a press release the other day containing a list of the countries from which these young men and women will come. There are 14 from India, 11 from the United Kingdom, 10 from The West Indies Federation, nine each from Australia and Pakistan, five each from Ceylon and Ghana, four each from New Zealand, South Africa and Kenya, three from the Federation of Rhodesia and Nyasaland, Malta, Uganda and Singapore, two from Malaya,

Nigeria, British Guiana, Mauritius and Tanganyika and one from Basutoland, Bermuda, British Honduras, Fiji, Somaliland, Swaziland and Sierra Leone. . . .

I am not yet in a position to say how many Canadian students will be going to universities in other parts of the Commonwealth, because the final arrangements have not yet been made, but to date we have offers from the United Kingdom, Australia, New Zealand, South Africa, Hong Kong, Malaya and jointly from Kenya, Tanganyika, and Uganda. This Commonwealth Scholarship Plan is, I think, a splendid one and it could have far-reaching effects both on the Commonwealth itself and on world affairs.

Status of New Countries

There is one difficult problem facing the Commonwealth, and I would appreciate suggestions with regard to it from Members of the House or of the Senate. It is this: are the smaller colonies, for example Malta and Mauritius, to have the same status as such countries as Nigeria, India, Pakistan, Canada, the United Kingdom and countries of that sort? There are about 16 of the larger countries which obviously would become fully-fledged members of the Commonwealth and about 30 or 35 of the smaller countries. What is to be done about the smaller ones?

Is there to be some different arrangement for them, or are they to come in as fully-fledged nations of the Commonwealth? This is a very difficult question. At the moment my own opinion would be that it would be unwise to have first and second-class citizens of the Commonwealth. That does not make much sense to a Canadian. Just what course will be followed is certainly not clear yet. This matter is being studied very carefully and I have no doubt that the genius of the Commonwealth for working out practical solutions will be in evidence here, too, eventually. . . .

Canada in NATO

Now a word about Canada's activities in the North Atlantic Treaty Organization. One of the main questions now before NATO is this proposal to draw up a 10-year plan. The United States suggested it last December, and everybody agreed that it was a very fine idea. I do not think anybody knew just exactly how to go about it, but now we are all working on this problem. The Secretary-General, Mr. Spaak, and his officials are trying to work out a 10-year plan. Canada is trying to work on a 10-year plan, too. We have only got to the fourth year as yet. This, too, is a difficult operation. The United States are working out a plan and I hope that at the December ministerial meeting a 10-year plan will be put forward which can be considered and recommended for final consideration at a meeting of the heads of government of the NATO countries.

We are still plagued by the question of consultation in NATO. We have done our share of howling about the three big countries going off into a corner and making decisions. We thought that was bad, and still do. We have been on this Disarmament Committee of five nations, and now the other 10 NATO nations think we are just about as bad as the three were. In so far as disarmament is

concerned, there is a temptation for the five to discuss matters and then report to the NATO Council about all the things they are agreed on, but not on what they are arguing about. The NATO Council finds out anyway, in the corridors, what the arguments have been. But Canada has been on the receiving end in so far as consultation in regard to disarmament is concerned.

It is obvious you cannot keep an alliance strong if you do not have adequate consultation, and we must remember that just as much as the United Kingdom, France and Western Germany. We must remember the fact that there must at all times be adequate consultation.

Of course, there are many questions facing NATO. . . . However, the spirit of the Organization is very good. For example, every Member of this House who belongs to the NATO Parliamentarians Association would agree with me that there has been built up quite a good comradeship in NATO. In addition to there being some very nice trips to Paris and other centres, I am sure there is an attraction in this Association for the Members who belong to it because of the work that can be done to help strengthen the Organization. Just a few weeks ago we had a visit here by NATO youth from various countries in the alliance, and there again you have young men, some of whom are parliamentarians, meeting together and discussing problems in a way which will help to increase the strength of the alliance.

Canada in the UN

With regard to our activities in the United Nations I can only say that Canada is continuing to play an active part there. The Parliamentary Secretary will deal with the refugee problem, radiation, the problems of outer space and several other questions which have been under very active consideration. We are continuing to be greatly interested in the peace-keeping machinery of the United Nations. Canada already plays as big a part as any other nation in the peace-keeping arrangements of the United Nations and the Government is continuing that policy. It may be that some provision will have to be made for further support for the United Nations in this field. Certainly our minds are not closed and we are very much in favour of doing everything that Canada can do that is practical to help strengthen the peace-keeping machinery of the United Nations.

The Prime Minister indicated this morning that we are willing to have our observers in Palestine go to the Congo if Mr. Hammarskjold wishes that done. We are also willing to supply airlifts to the United Nations to help in that country. Some question was raised about our battalion which was earmarked for service under the United Nations subject to Canadian Government approval. That is not a practical step to be taken at the moment. For example, we have received dispatches today about the reaction of Ghana to supplying forces in Nigeria. Ghana considers that the present difficulty in the Congo should be solved primarily through the efforts of the independent African states within the framework of the United Nations machinery. Intervention by powers from outside the African

continent in the view of the Government of Ghana is likely to increase rather than lessen tensions. However, it is our general policy to give whatever support is practical and will be effective to help strengthen United Nations peace-keeping machinery.

At the session of the United Nations this fall I presume one of the main subjects will be disarmament just as was the case last fall and we shall try to help focus world opinion on the vital and urgent necessity of relaxing tension. I cannot give the Committee any further details about Canada's plans for the session. They are in the process of formation at the present time and it is too early to indicate what stands we will be taking on other questions.

Canada and the United States

A word or two about Canada's activities *vis-à-vis* the United States. We have just returned from a very successful conference of the Ministerial Defence Committee. Ministers and their officials at these conferences are able to discuss problems in an informal way. There is no big table with one group lined up on one side of the table and the other group opposite them, with briefs and so on. There is no formality of that sort. The participants are able to review situations in the world which are of interest to both countries and of course they are able to review such questions as defence, NATO, disarmament, defence production sharing and all the questions which are of interest to the two countries. These are reviewed in a most informal and helpful way. I do not believe it would be possible to bring about such frank exchanges of views in any other way. These meetings are particularly helpful.

The same is true of the Canada-United States Interparliamentary Group. I am not sure that I have the right name of that organization but I refer to the plan under which 24 Canadian Senators and Members meet with 24 United States Senators and Representatives. That informal committee is doing excellent work in improving relations between our two countries. Canadians are able to talk to United States public men on a basis that is understood by the Americans and vice versa. For example, the action of the United States in holding off the diversion of water in Chicago last year was brought about to quite a large extent, I think, because of the discussions that took place in that Interparliamentary Group. . . .

Canada and Latin America

Finally, a word about activities in Latin America. There have been several visits between representatives of Canada and Latin American countries. The Foreign Minister of Venezuela was here last fall. The President of Mexico visited Canada and our Prime Minister returned the visit to Mexico a few weeks ago. The Foreign Minister of Brazil has also been here. . . . I visited Buenos Aires on the occasion of the 150th anniversary of Argentina in May. I also visited Chile and Peru, with brief stopovers in Brazil and Mexico. Within a few weeks a Canadian Minister

will lead a delegation to attend ceremonies marking the 150th anniversary of the independence of Mexico.

We have invited President Frondizi of Argentina to visit Canada after the first of the year, and these visits are building up a great deal of goodwill.

The visit to Chile was particularly helpful because it came at a time when they were suffering the great tragedy of their earthquake, which was followed by floods and all sorts of troubles. The House was very good in supporting the action of the Government with regard to that disaster and I think Hon. Members might be interested in two of the messages which have come back to us showing the reaction of the Chilean Government and of the Chilean people to this aid given by Canada. I hold in my hand a message to the Prime Minister from the President of Chile, dated June 17, which reads:

It was the deepest sense of gratitude that I felt on reading the kind note which the Ambassador of Canada in Santiago handed to me personally, and in which you reiterate the expressions of sympathy felt by the Canadian people and Government for us, in the hour of these disasters caused by the series of earthquakes that have ravaged numerous provinces. You further confirm in your letter information given me previously concerning the Government's intention to send a large shipment of flour and canned meat so as to help in our relief work,—work that, in view of the magnitude of the damage caused throughout the devastated areas, means every resource and effort must be strained to the utmost.

It is a duty incumbent upon me to express to you, Mr. Prime Minister, the profound gratitude felt by the Government and by all Chileans because Canada's attitude towards us has been extremely noble in these, our tragic times. We shall always think of the help which you are sending us as an expression of closest solidarity with us and as evidence of the profoundly humanitarian sentiments of the great Canadian people. I avail myself on this opportunity to tender my warmest personal regards as ever,

Jorge Alessandri R.

A very interesting report showing the reaction of the Chilean people came from the Canadian Red Cross representative in Santiago. He said:

The total Canadian effort is being recognized here in a very big way. We talked to people last night who had just come from a movie where RCAF planes, Canadian Red Cross disaster relief supplies, and Canadian personnel were shown. They said the whole theatre audience stood up and applauded for over five minutes at the sight, right through other news items.

I am sure that the hearts of Canadians will be warmed by that appreciation which was shown by these very courageous people of Chile in the face of their disaster.

As I told the House upon my return, we are setting up a Latin-American Division in the Department. We plan to have an observer at the conference of the Organization of American States to be held in Quito, Ecuador, next winter and I am very hopeful that it will be possible in the near future to open a Canadian embassy in one of the Central American nations. We have no embassy in any one of those six nations at the present time. We have one Trade Commissioner in Guatemala, but I think there is a blind spot in Canada's diplomatic service and I am very hopeful that it will be possible to establish at least one embassy in Central America. We have embassies in all of the South American

countries except Ecuador, Bolivia and Paraguay but we have none whatever in Central America.

Those Latin-American nations are developing very rapidly. They are going to be very big and strong before very long. There will be many millions more people south of the Rio Grande by 2000 A.D. than north of that river. All the nations there are very anxious to work more closely with Canada and I suggest that Canada would be wise to develop a Western Hemisphere outlook to a much greater extent than we have such an outlook at the present time. We do not seem to be able to see very far beyond the United States. For many Canadians the Western Hemisphere consists of Canada and the United States, and we just do not seem to realize that there are millions and millions of people beyond the Rio Grande who are playing a very important role in world affairs and who are extremely anxious to have closer relations with Canada.

Many Western Hemisphere problems involve us. We happen to live in the Western Hemisphere and we cannot get away from the effect of many of the events which take place on this side of the Atlantic. I suggest it is about time that Canadians realize that fact. . . .

Later the same day, Mr. Wallace Nesbitt, Parliamentary Secretary to Mr. Green, addressed the House as follows in part:

Problem of Radiation

The first subject I should like to deal with is the subject of atomic radiation and, of course, particularly as it affects our country. The harnessing of the atom with its tremendous potential to provide mankind with a new source of power has been one of the most spectacular scientific achievements of our age. Too little, however, has yet been learned of the hazards both of peaceful uses and military applications of nuclear fission. For this reason the Canadian Government has repeatedly expressed its conviction that there should be no more nuclear weapons test explosions. Despite the moratorium on such tests, which has been in force for almost two years, the genetic and biological effects from previous tests will continue for a long time to be the concern of health authorities both here in Canada and elsewhere.

In contrast to Canada, where for a number of years a programme of fall-out analysis has been carried out, there are many areas of the world for which no similar information is available because the countries concerned do not have our scientific and technical resources. Consequently, it is very difficult to assess accurately the nature and the extent of the world-wide radiation hazards. To help meet the need in this important field, the United Nations set up the United Nations Scientific Committee on the Effects of Atomic Radiation, in which a number of eminent scientists, including Canadians, have been seeking co-operatively to fill the gaps that still exist in our knowledge of the effects of ionized radiation both upon man and upon his environment. As a further contribution

to the same end, Canada took the lead at the last session of the General Assembly of the United Nations in giving new impetus to the scientific work involved and announced on November 17 last its willingness to analyse radioactive samples from less well equipped countries.

I think perhaps most Hon. Members and indeed others may have followed these proceedings of the United Nations with interest and have read the reports afterwards. I do not wish at this time to elaborate again on the work that went on at the General Assembly at that time. I should like, however, to point out that, when Canada presented this resolution to give impetus to the work of the Scientific Committee, we had anticipated at the time that this effort of ours would receive general approval. However, we found out that the countries of the Soviet bloc were not overly enthusiastic about our effort at the time and as a result a long series of arduous and difficult negotiations took place between ourselves and one or two members of the Soviet bloc, namely Czechoslovakia and the Soviet Union.

I would say in this regard that, while these negotiations took a long time and the members of the Soviet Delegation were hard bargainers, nevertheless these negotiations were carried out without acrimony and in a very businesslike way, I think, on both sides, and as a result at the end of the Assembly our Delegation, which was acting on behalf of the other co-sponsors of the resolution, was able to reach a satisfactory agreement both as to content and the wording of the resolution with the members of the Soviet group and as a result the resolution was approved unanimously by the General Assembly.

I might say that in this regard our Delegation was very anxious to receive constructive suggestions from all other delegations and from members of the United Nations Secretariat and Specialized Agencies, as indeed it did. I think I might point out the interesting work involved in the operation. The resolution took 36 or 37 revisions in wording as a result of constructive suggestions received and many of them were received from countries such as India, the United Arab Republic and Norway.

... This resolution was sponsored by nine other countries. We received a great deal of assistance from our co-sponsors, which included Japan, Ghana, Norway, Mexico, Argentina, Italy, Ireland and Austria, as I recall. I just mention this negotiation in passing as an indication that while this is only a rather small facet of the problem that may divide East and West at the present time, it perhaps does point out that, if the proper atmosphere is created and if countries sit down to negotiate seriously on a matter with appropriate accommodation being made on all sides, a satisfactory result can be reached.

I know we found in one or two instances in our negotiations that some initial difficulties were actually caused by genuine misunderstandings. There were other problems, of course. I just recall this example at this point in order to give a little bit of encouragement to those who think that the world situation at the present time is hopeless and to show that things are in fact not hopeless. However, you

cannot expect to get results in international negotiations to take place in a minute. It takes long and patient negotiation. I am sure these general principles can be applied to other fields.

Since this resolution was passed we have sought support for the implementation of the resolution in many of the countries concerned. For its part, the United Nations Scientific Committee has considered closely how best to ensure uniform standards for collection and analysis of samples of radioactive material, that is to say, air, soil, water and food, and to co-ordinate a programme involving a wide variety of member states of the United Nations.

Two Specialized Agencies and some eight countries, namely the United States of America, Argentina, Italy, the Soviet Union, Japan, Norway, France and the United Kingdom have now, like Canada, offered to provide facilities for analysis to countries wishing to participate in this programme. The United Nations Scientific Committee's letter of April 7 last to member governments in addition to listing these offers extended an invitation in formal terms for co-operation in providing additional information on all areas of the globe.

Since that time, Canada has already received four requests for assistance in conducting analyses of radioactive samples. I repeat again these are food, air, soil and water. Appropriate programmes to meet their requests are being worked out and the radio-chemical laboratory facilities of the Department of National Health and Welfare are being extended to meet the requirements of what is estimated to be a programme involving the analysis of up to 25 soil samples, 300 food samples, and 300 human bone samples per year.

To stimulate the flow of required information and to assist the United Nations Scientific Committee on the Effects of Atomic Radiation in establishing and maintaining contact with scientists and scientific bodies in Canada, the Government is bringing to the attention of scientific associations and other interested persons and organizations the invitation which the Secretary of the United Nations Scientific Committee issued on April 7, 1960, for increased participation in the programme. Three Canadian scientists will be attending a seminar on genetics, radiation and health statistics in Geneva next September. In these and other ways this Government will continue to do all that it can at home, in the United Nations and in the Specialized Agencies in order to ensure the success of an international co-operative endeavour which is vitally concerned with matters of first importance to the health of mankind.

Outer Space

The next subject with which I should like to deal very briefly is the question of outer space. In this regard I cannot help but recall that some years ago when I was a student at high school I was severely chastised by my parents for reading magazines which had to do with wars involving atomic bombs and rockets to the moon. I think all Hon. Members are aware of how rapidly things have changed in a rather brief period. I know that the term "outer space" evokes a certain

amount of amusement and some facetious remarks. However, I think Hon. Members will realize the multiplicity of problems that now face the people in the world with the penetration of space, anything from the very serious problems to the world in general, such as the prohibition of weapons of mass destruction being hurled from outer space on to a portion of the globe, down to the more pedestrian interests of individuals in the event that one of the man-made satellites might happen to fall down on somebody's home. The problem then arises, of course, who will pay for the damage. These are, of course, just an indication of the types of problems we face now and will continue to face in the future.

There has been good progress in recent months in Canadian space-research programmes. The main emphasis of Canadian research is on upper atmosphere research. Canada is particularly well suited to such research, largely because the country's geographic location permits studies of the Aurora to be made. In this field some of the work being done by Canadian government scientists is the most advanced in the world. With the co-operation of the United States authorities, and with liaison arrangements with United Kingdom scientists, Canadian scientists are providing advanced instruments for the study of the upper atmosphere which are being sent into orbit with United States rockets.

While good progress in co-operation with Canada's close friends has been achieved, progress in the United Nations context I am very sorry to say has been disappointing. The United Nations Committee on Outer Space, whose establishment on a permanent basis the Canadian Government welcomed and supported at the last session of the General Assembly, has been unable to meet as yet. The World Scientific Conference on Outer Space, which the Committee had the task of arranging, will now not be held until sometime next year. While this development permits more time for the careful preparations which is essential if scientific exchanges in this field are to be fruitful, it is nevertheless unfortunate that even the preliminary administrative arrangements for the Conference have yet to be taken in hand, nor have any of the other aspects of the work of the United Nations Committee on Outer Space been taken up.

All these matters have been kept pending while representatives of the United States and the Soviet Union have sought in quiet negotiation to arrive at solutions to certain problems connected with the arrangements for the Scientific Conference. These negotiations, like a number of others in which representatives of East and West have been participating, have felt the impact of the collapse of the Summit Conference.

It may be that the Committee on Outer Space will not be able to report any substantial progress in this work at all to the United Nations General Assembly which meets in the autumn. This will be very regrettable and the Canadian Government will work in this field as in others which have been affected by the recent deterioration in relations between the East and the West for a return to the more hopeful international atmosphere of a year ago.

World Refugee Year

The last thing I should like to deal with, and I hope that if I go over my time for a moment I will have the leave of the Committee to continue, is the subject of the World Refugee Year. The hapless plight of tens of thousands of people all over the world who have been displaced by political, indeed in some cases by economic, evils throughout the world are the object I am sure of the great sympathy of all members of this Committee and indeed everywhere else in Canada. Ever since the end of World War II this refugee problem has been plaguing the conscience of mankind, and finally, human beings being what they are, although I suppose sometimes we all take a little stirring up, World Refugee Year was brought into effect last year.

I do not wish to spend time on the antecedents of this very worth-while effort on the part of humanity in general. There are a number of people who claim a certain amount of credit for giving it impetus, but I would like to say at this time that I think it is something we all have the greatest interest in and sympathy for. I have heard the odd person say "Well, it is quite true that there are these people in a sad condition throughout the world, but after all there are certain groups of persons here at home who also need attention and perhaps we should look after them first". My answer to that is this, and I have heard others express the same view, while it may be true that "charity begins at home" it does not stop there. I think there would be few in Canada who would not be whole-heartedly behind the project of the Canadian Government, and indeed the Committee on World Refugee Year in this regard.

The Canadian Government was one of the early supporters of the concept of World Refugee Year. On December 5, 1958, the Canadian Delegation supported a resolution in the United Nations General Assembly calling for a World Refugee Year, and shortly thereafter the Secretary-General was informed that Canada would actively participate in the programme.

Before dealing with the special steps taken by the Government in support of World Refugee year, I shall refer briefly to the regular annual contributions which have been made by the Government to the various refugee assistance programmes being carried out by the United Nations. In 1959 Canada made the following contributions to the regular budget of continuing refugee programmes:

(a) To the Camp-Clearance Programme of the High Commissioner for Refugees, \$290,000;

(b) To the 1959 budget of the United Nations Relief and Works Agency for Palestine Refugees, \$500,000 in cash and \$1,500,000 in wheat flour;

(c) In addition Canada contributed in 1959 the sum of \$60,000 to the Far Eastern project carried out jointly by the High Commissioner for Refugees and the Intergovernmental Committee for European Migration. Under this programme refugees of European origin in China, many of whom have been refugees for close to 40 years, are being resettled elsewhere. This contribution was made in 1959 but was made applicable to the 1958 budget of the Far Eastern project.

In 1959 therefore Canada contributed \$2,350,000 to regular budgets of programmes being carried out by the United Nations refugee agencies. Last winter Canada pledged a further \$290,000 to the 1960 regular budget of the High Commissioner for Refugees and \$500,000 in cash to the 1960 budget of UNRWA. In May last, the Government announced a further contribution for 1960 of \$1,500,000 in wheat flour to UNRWA.

On June 30 the Secretary of State for External Affairs informed the House that the Government had decided, subject to Parliamentary approval, to make an additional contribution of \$1 million in wheat flour to UNRWA. This is not a regular contribution but is a special grant to mark the end of World Refugee Year.

When the possibility of such a contribution was discussed recently with the Director of UNRWA, the Director pointed out that such a donation would have a twofold significance. In the first place it would help feed close to one million Arab refugees. It would also permit UNRWA, with the money which would otherwise be spent by UNRWA on food purchases, to build, equip, staff and maintain for three years two vocational training institutes for young Arab refugees. These two schools, which would provide technical training for perhaps 500 students each year, would permit the graduates to provide permanent maintenance for a large number of Arab refugee families. The addition of such a number of skilled workmen to the economies of the Middle Eastern countries will be a considerable contribution to the prosperity and stability of that troubled area. . . .

It is well to keep in mind that for the latest year for which complete figures are available Canada was surpassed only by the United States in its contribution to the programme of the High Commissioner for Refugees and only by the United Kingdom and the United States in its contribution to UNRWA. I understand that after this latest gift to UNRWA our contribution is very close to that of the United Kingdom. Canada is the only middle power which contributes on this scale to these United Nations agencies.

Canada does not merely contribute money to part of its regular programme of assistance to refugees. I have been surprised to hear some people say that prior to World Refugee Year, Canada did nothing to provide resettlement opportunities for refugees. For years Canada has admitted refugees from European camps and many who were not actually in the camps. Since World War II it is estimated that more than 250,000 refugees have been admitted to Canada. It is difficult to give an accurate figure because Canada has followed the policy of admitting all new arrivals as immigrants without establishing a special category or label of "refugee".

The flow of refugees varies from year to year, but it is accurate to say that in every year since 1945 there have been thousands of refugees admitted to Canada. In the last six months of 1959—that is to say, the first six months of World Refugee Year—between 1,300 and 1,400 refugees arrived in Canada as part of the normal immigration programme.

Canada has also for a number of years permitted the sponsorship of handicapped refugees who would not meet the normal criteria for entry into Canada. Under this programme relatives or one of five recognized church agencies could sponsor specific refugee families from Europe by undertaking certain responsibilities which, in essence, served as assurance that the handicapped family would not become public charges after their admission. Although the federal authorities could not fix a time limit for these responsibilities, it was, of course, open to the various provinces to exercise their jurisdiction in respect of welfare assistance so as to accept responsibility for any future assistance required by the sponsored refugees and thereby terminate the financial undertakings of the sponsors. The Minister of Citizenship and Immigration announced last autumn that the categories of eligible sponsors would be broadened for WRY so that private individuals, voluntary organizations, and municipal and provincial authorities could act as sponsors for handicapped refugees. On March 17 the Prime Minister announced in the House of Commons that this arrangement would be extended beyond the end of WRY.

At the present time there are 100 handicapped cases—involving a total of 249 persons—that are now being processed by the Immigration Branch. These 100 cases are being sponsored by community groups, voluntary or religious organizations and do not include cases being sponsored by relatives in Canada. The groups that have undertaken to sponsor refugees deserve the warmest commendation.

The Government's major special contribution to WRY is, of course, the programme for the admission of tuberculous refugees and their families to Canada for treatment and rehabilitation. On September 24, 1959, the Secretary of State for External Affairs was able to announce in the General Assembly that, as a special contribution to WRY, Canada would waive immigration regulations and admit a substantial number of tuberculous refugees and their families for treatment. At a subsequent press conference, the Secretary of State for External Affairs said that the number to be admitted would be at least 100 and possibly more.

The 100 tubercular refugee families arrived in Canada by early 1960. The first 100 families were settled in Canada with a high degree of success. With the modern methods of treatment available in Canada the family member suffering from tuberculosis responded quickly, and by early spring almost one-third of the cases were already cured. At the beginning of June, 75 of the cases had been discharged from sanatoria. On June 1, 54 of the men in the group admitted were employed and 31 women were employed.

In these circumstances, the Government decided to extend the programme. The provinces expressed interest in joining in the extension and a similar arrangement was agreed upon under which they accepted the cost of treatment in the provincial sanatoria and all other expenses—including transportation and maintenance where necessary until the families are reasonably able to support themselves—

were paid by the Federal Government. Under the extension so far arrangements have been made to bring 112 tubercular cases and their dependents from Europe to the various co-operating provinces in Canada. These cases will be arriving in Canada in chartered aircraft which will leave Europe on July 18, July 25 and in early August.

I referred a few minutes ago to the Government's special contribution of \$1 million in wheat flour to UNRWA, by which the Government marked the closing of WRY. It may be appropriate for me at this time to mention the figures which were announced by the Canadian Committee for World Refugee Year on June 29 which represent the results of the private fund-raising campaign in Canada so far as they were known at that date. The local WRY committees across Canada had reported that \$866,798 had been raised for United Nations Refugee Assistance Programmes. An additional \$50,000 was contributed directly to the central committee in Toronto. It was pointed out that these returns were incomplete and that some committees appeared to be reaching the peak flow of contributions at the time their report was made. It is therefore expected that the amount reported will be substantially increased by the time a final tally is made.

In addition, sponsoring organizations of the Canadian Committee for WRY reported that during WRY their own refugee assistance projects raised \$747,263 over their normal annual budgets. These projects are continuing programmes carried out by religious and charitable organizations and are quite separate from the fund-raising campaign of the WRY committees. The national sponsoring organizations also reported contributions which they had made directly to United Nations refugee assistance programmes totalling \$128,495. The total voluntary fund-raising effort in Canada during WRY amounted to \$1,792,556 as of June 29.

Problem of the Congo

On July 15, the second day of the debate in Committee of Supply on external affairs, Mr. Green made the following statement regarding the critical situation in the Congo:

The United States was asked earlier this week in a written request by the Government of the Congo, signed by several of the Ministers, to send, I think it was, 2,500 troops to the Congo at once. They gave consideration to that request. They consulted with the United Nations and decided that they would not accede to the request. Then the President and the Prime Minister of the Congo, who had been in some other part of the country, at the time, came back to the capital and apparently signed a request to Premier Khrushchov and repudiated the request which had been made to the United States. Today we get reports of the reaction of Premier Khrushchov.

In the meantime, the United Nations had acted promptly and I think effectively and in a very wise way by deciding that forces should be sent in from different African countries. The first troops to arrive in Leopoldville came this

morning from Ghana, under the command of a British general, by the way. United Nations observers will be en route from Palestine by Sunday, including two Canadians. Three more Canadians—I have just had word while I have been sitting here—have volunteered and I believe they will probably be going with the other two.

But now, after this has been done by the United Nations, after the problem has been faced and the first active steps have been taken by the United Nations, the Soviet steps into the picture, presumably in an attempt to get any credit that may be given around the world, and Premier Khrushchov has said that the Soviet Union is ready to act to halt aggression in the Congo if those states who are carrying on direct aggression against the Congo do not stop their criminal measures. . . .

This is from a press dispatch which, incidentally, was given to me by the Leader of the Opposition this morning, but I have since had my own dispatches in. The Soviet Premier is reported as saying:

If those states which are carrying on direct aggression against the Congo do not stop their criminal measures, the Soviet Union will not hesitate to take decisive measures to halt the aggression.

This is very similar to the threat which was made at the time of Suez. It should be understood for what it actually is. The real move to settle the situation has been taken by the United Nations. Canada has done, and will do her full share in bringing about some solution to this very difficult problem.

Reverting to the topic on July 18, Mr. Green replied as follows to a request for further elucidation of the situation in the recently-liberated Belgian colony:

Reports from the area continue to be confused, but there has been a progressive development of the United Nations programme which the Secretary-General is putting into effect to meet the situation.

He has provided for technical assistance which in its early stages will involve administrative assistance to the Congolese authorities in organizing their internal security forces, which have been badly disrupted by mutiny. This programme calls for an immediate though temporary secondment of military officers now serving with the United Nations Truce Supervision Organization in Palestine. Five Canadian officers in this category—Lieutenant Colonel Berthiaume and Majors King, George, Clarke and McLean—have volunteered. The Government has approved their secondment. In the Congo they will be serving as advisers to the security authorities and in the initial stages will assist General Von Horn, commander of the United Nations Force in the Congo, in establishing his headquarters and his liaison with the Congolese Government. Three of these Canadian officers are already in the Congo. With them are UNTSO officers drawn mainly from the Scandinavian countries.

The second part of the Secretary-General's programme involves the establishment of the United Nations force in the Congo. The components for the force have been arriving during the past few days, and during the current week the

force is expected to develop effective strength. Some of the advance units have already been performing the task for which the force was established.

The third part of the Secretary-General's programme is designed to alleviate an acute shortage of food. The United Nations has received reports that in and around Leopoldville a serious breakdown in the food supply is likely to develop in the next few days. This would aggravate the already tense situation.

The Congolese Government has appealed to the Secretary-General for help. In turn the Secretary-General has directed an appeal to a number of countries, among them the United States, the Soviet Union, the United Kingdom, Italy, India, Denmark, France and Canada, to put at the disposal of the United Nations foodstuffs which are easily transportable and which might serve to gain the necessary time for the re-establishment of normal supplies. The hope of the Secretary-General was that this food and its transportation would be provided on a gift basis.

In response to this appeal the United States has offered 300 tons of wheat flour, and the United Kingdom £10,000 sterling worth of foodstuffs. As a comparable contribution, the Government decided on Saturday to airlift 20,000 pounds of canned pork and 20,000 pounds of whole milk powder. In accordance with the United Nations planning, within the hour four "North Star" aircraft will begin to take off from Trenton for Leopoldville. I think the first will be going in about 20 minutes. In three days this Canadian contribution in response to the Secretary-General's appeal will be in Leopoldville where the foodstuffs will be distributed under United Nations auspices. The Director General of UNICEF, Mr. Maurice Pate, has been put in charge of this part of the United Nations operation.

Perhaps the House will be interested to know that this morning we received requests from some Canadian newspapers to allow correspondents to go with these planes. Unfortunately we have not been able to take them, at least on this first plane to fly, because, as I say, it is leaving in 20 or 25 minutes. If there is a chance to get them on the later planes we will try to do so.

Commonwealth Constitutional Development

On July 23, in reply to a question concerning "a meeting of officials reported as being held in London to consider questions of Commonwealth constitutional development", Mr. Diefenbaker said:

... The Government is represented at this meeting, which opened on July 17 at Chequers, by Mr. Bryce, the Clerk of the Privy Council.

The purpose of the meeting is to prepare a preliminary report for the consideration of Commonwealth governments. Without going into the matters that are being discussed, I would refer . . . to a discussion which took place in the House of Commons on May 16 last in which I pointed out that the present membership of the Commonwealth will within the early or immediate future—and by that I

mean a period of five or six years—conceivably be extended to 16 or 18. That would bring about tremendous questions; the question as to whether or not there will be equality of representation for all parts of the Commonwealth; whether a country with a population of 300,000 or 400,000 will have equal rights at a Commonwealth Prime Ministers' Conference with a country such as India with a population of 450 million. What basis is there for Commonwealth membership? Shall it be fixed on a basis of one million or two million people as a minimum population? Then there is the question of whether there should be such things as rotation of membership, as there is today in the Security Council, or regional groupings within the Commonwealth, and the representation of such groups.

The reason for this committee of experts on the problems of the Commonwealth being set up is to canvass all the possibilities and review the potentialities of the future, to the end that the Commonwealth may not find itself stifled by anything in the nature of rules or regulations; so there may be preserved that informality which . . . is so necessary if we are to maintain the Commonwealth as we know it today. Without pacts, without agreements, without rules, we yet manage to bring about a general adherence to the maintenance of freedom everywhere in the world. To this end the Committee now meeting near London has been set up.

I do not think any of the nations represented there have made formal suggestions or recommendations. This whole field is being canvassed, and out of the general discussions of these officials representing various parts of the Commonwealth will come, we hope, something in the nature of particular suggestions which may form a basis for the determination of the future of the Commonwealth.

Peaceful Uses of Atomic Energy

On July 6, in reply to a question concerning "the present status of the international discussions directed to the establishment of international safeguards on the peaceful uses of atomic energy", Mr. Green spoke as follows:

The discussions referred to have been carried on in the Board of Governors of the International Atomic Energy Agency, which is an international body operating under the auspices of the United Nations.

At the Board of Governors' meetings held last March and April, a document was provisionally approved by a large majority of the 23 members, which embodied proposals for a system of safeguards against the diversion to military use of nuclear materials supplied for peaceful purposes. It will be discussed this coming September by the General Conference of the Agency, in which the entire membership of over 70 nations is represented. The force and effectiveness of any multilateral system of safeguards and the extent to which it can replace the bilateral controls now maintained by Canada and the other major suppliers will, of course, depend upon the general acceptance accorded to the proposal.

Up to the present time some members of the Agency, and in particular the Soviet Union, have not given the proposed system their full support. It is therefore of the greatest importance that the forthcoming debate at the Conference of the 70 nations should result in a general and favourable endorsement of the proposals leading to their unanimous acceptance and early implementation by the Board of Governors.

Canada is a member of the Board of Governors and has strongly supported its efforts to develop a generally acceptable system of safeguards. In common with their other supporters, who include the world's major suppliers of nuclear materials, we believe that effective international safeguards, if they can be developed, will make an essential contribution toward the controlled disarmament which continues to be our objective.

Organization of American States

On the second day of the debate in Committee of Supply, July 15, Mr. Green made the following statement about Canada's relations with the Organization of American States:

. . . I may not have made myself clear to the press, but certainly this was the intention, to put it that it might be that the time had now come for Canada to join this Western Hemisphere organization. We are doing everything we can to promote our relations with the Latin American countries. For example, we have already sent the head of the new Latin American Division to Cuba, and this has been done within the last few days, to assist our Ambassador there and to strengthen our Embassy.

I believe there is some value in letting the Canadian people do a little thinking about the question of whether they want their nation to join the Organization of American States in order that we may see what the reaction of public opinion will be. As I said, this is quite a big step forward or backward, depending on the viewpoint of the person making the speech. I think it would be a step forward but it is of sufficient importance to warrant some time being given for consideration of the matter by the Canadian people. I have been very much gratified by the interest being taken in the question. Some excellent speeches on this very subject have been made during the course of this debate. Eventually Canada can decide just what policy will be followed. . . .

APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. R. M. Cadieux appointed Deputy Under-Secretary of State for External Affairs effective July 2, 1960.
- Miss E. R. Laidman posted from the Canadian Legation, Warsaw, to Ottawa. Left Warsaw July 3, 1960.
- Mr. R. Elliott posted from the Canadian Embassy, Beirut, to Ottawa. Left Beirut July 4, 1960.
- Mr. I. L. Head appointed to the Department of External Affairs as Foreign Service Officer 1 effective July 4, 1960.
- Mr. P. A. R. MacMillan appointed to the Department of External Affairs as Foreign Service Officer 1 effective July 4, 1960.
- Miss F. Gagnon posted from the Permanent Mission of Canada to the United Nations, New York, to the Permanent Mission of Canada to the European Office of the United Nations, Geneva. Left New York July 6, 1960.
- Mr. F. G. Ballachey resigned from the Department of External Affairs effective July 11, 1960.
- Mr. M. P. F. Dupuy posted from the Canadian Embassy, Washington, to Ottawa. Left Washington July 13, 1960.
- Mr. K. C. Brown posted from the Canadian Embassy, Berne, to Ottawa. Left Berne July 13, 1960.
- Mr. G. A. Cowley posted from Japanese Language Studies, Tokyo, to the Canadian Embassy, Tokyo, effective July 13, 1960.
- Mr. O. W. Dier posted from the Canadian Legation, Helsinki, to Ottawa. Left Helsinki July 16, 1960.
- Mr. R. D. Jackson appointed to the Department of External Affairs as Foreign Service Officer 1 effective July 18, 1960.
- Mr. B. Vaillancourt appointed to the Department of External Affairs as Foreign Service Officer 1 effective July 18, 1960.
- Mr. C. Hardy posted from Ottawa to the Canadian Embassy, Paris. Left Ottawa July 20, 1960.
- Mr. M. Shenstone posted from Ottawa to the Canadian Embassy, Cairo. Left Ottawa July 22, 1960.
- Mr. W. K. Wardroper posted from the National Defence College, Kingston, to the Canadian Embassy, Helsinki. Left Kingston July 22, 1960.
- Mr. P. E. Laberge posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa July 22, 1960.
- Miss G. Reid posted from Ottawa to the Canadian Consulate General, New York. Left Ottawa July 23, 1960.
- Mr. J. George appointed High Commissioner for Canada in Colombo. Proceeded to Ceylon from the Delegation of Canada to the North Atlantic Council, Paris, July 27, 1960.
- Mr. J. R. Maybee posted from the Canadian Embassy, Washington, to Ottawa. Left Washington July 30, 1960.
- Mr. J. G. Maranda posted from the Canadian Embassy, Cairo, to Ottawa. Left Cairo July 30, 1960.
- Mr. B. A. Keith posted from Ottawa to the Canadian Embassy, Tokyo. Left Ottawa July 30, 1960.

TREATY INFORMATION

Current Action

Multilateral

Declaration on the provisional accession of Tunisia to the General Agreement on Tariffs and Trade.

Done at Tokyo November 12, 1959.

Signed by Canada May 24, 1960.

Entered into force for Canada June 23, 1960.

Declaration on relations between contracting parties to the General Agreement on Tariffs and Trade and the Government of the Polish People's Republic.

Done at Tokyo November 9, 1959.

Signed by Canada May 24, 1960.

Bilateral

Australia

Trade Agreement between the Government of Canada and the Government of the Commonwealth of Australia.

Signed at Canberra February 12, 1960.

Instruments of Ratification exchanged at Ottawa June 30, 1960.

Entered into force June 30, 1960.

Norway

Exchange of Notes concerning the organization of the Canada-Norway Defence Service Information Exchange Project.

Oslo May 24, 1960.

Entered into force May 24, 1960.

Turkey

Air Agreement between the Government of Canada and the Government of the Republic of Turkey.

Signed at Ankara May 21, 1960.

United States of America

Agreement to amend the Agreement between Canada and the United States of America for co-operation in the civil uses of atomic energy signed at Washington June 15, 1955

as amended by an agreement on June 26, 1956, and modified by an agreement on May 22, 1959.

Signed at Washington June 11, 1960.

PUBLICATION

Canada Treaty Series 1952 No. 33. Exchange of Notes between Canada and the United States of America providing for the relocation of two of the Pacific Ocean weather stations. Ottawa January 22 and February 22, 1952. Entered into force February 22, 1952.

Canada Treaty Series 1959 No. 14. State Treaty for the Re-establishment of an Independent and Democratic Austria. Signed at Vienna May 15, 1955. Instrument of accession of Canada deposited June 23, 1959. In force for Canada June 23, 1959.

Canada Treaty Series 1959 No. 17. International Wheat Agreement 1959. Done at Washington April 6, 1959. Signed by Canada April 22, 1959. Instrument of acceptance by Canada deposited July 16, 1959. In force for Canada August 1, 1959.

United Nations General Assembly

PREPARATIONS FOR A SESSION

WHEN the delegations of the 82 member countries of the United Nations gathered in New York on September 20, they arrived to take part in what were but the final phases of a process which started many months before. A great many people, both at home and abroad, are involved in the preparations for a delegation and much time is spent on them, because the questions dealt with by the General Assembly are, in every respect, the great problems that people throughout the world and the governments that represent them must take into account daily. In Canada this process has three main aspects, which will be discussed below: fourth is the responsibility of the International Secretariat of the United Nations. As soon as one session of the General Assembly draws to a close and the reports on it are received, the preparations for the next Assembly begin — the study of data and information, sounding of opinion, consultation and, finally, the approval by Cabinet of the instructions for the delegation.

The task of the Secretariat begins the moment that one of the committees of the Assembly has called for consideration of a question at a later date. Such a call by the Assembly places an item automatically on the agenda of a future Assembly. The three aspects of national responsibility are these:

- (1) The first, and most important phase, is the responsibility of the Government of Canada. It is Cabinet's responsibility to lay down policy and to approve the instructions for the Delegation. It is also the responsibility of Cabinet to choose the Delegation that will represent Canada in New York.
- (2) The gathering of information and consultation with other delegations that takes place in New York and between Canadian embassies abroad and the governments to which they are accredited.
- (3) Interdepartmental consultations and the formulation of suggested courses of action and instructions for the Delegation for approval by Cabinet.

The process of preparing for a General Assembly, therefore, involves Canadians in many parts of the world for many months. It involves the Canadian embassies abroad, the Permanent Missions to the United Nations in New York and Geneva and officials in most of the departments of government in Canada.

Preparations by UN Secretariat

A large part of the work of the United Nations Secretariat is the preparation of reports requested by the General Assembly and the various United Nations bodies

that report to it, either on their own or through one of the three main Councils set up under the Charter — the Security Council, the Economic and Social Council and the Trusteeship Council.

These reports that are prepared by the Secretariat fall into two main categories. In one, the Secretariat put forth their own views on a given question so that these may form a basis for discussion by the Assembly. One such document is the Report of the Secretary-General on Assistance to Newly-Independent Territories. A report on this subject was submitted to the Economic and Social Council this summer at its thirtieth session. It will be supplemented by the Secretary-General with a further report to the General Assembly itself and will contain his views modified to take into account the opinions of the members of the Economic and Social Council and other interested parties.

The second kind of report prepared by the Secretariat is a compilation of answers from governments on a particular question. One such report will be submitted for the consideration of the Second (Economic) Committee of the Assembly, giving the replies of governments on the means available for the early establishment of a fund for economic development, a question that has been under study by the General Assembly and other bodies for several years. For the preparation of such a document, the Secretariat must send out a series of letters to governments soliciting their views and, as the time of the Assembly approaches, press for an answer from those governments that have not replied.

Secretariat a Clearing-House

The role of the Secretariat does not stop at the compilation of reports. It is in a good position to hear many points of view on the agenda and to pass on information to delegations interested in particular questions. Thus it acts as a kind of clearing-house for the ideas, opinions and attitudes of the members of the United Nations.

In recent years the Secretary-General, Mr. Hammarskjöld, has developed the role of the Secretariat in pre-Assembly consultations. He himself has taken an active role in consulting with permanent missions in New York and with governments on his travels abroad. He has been able to suggest informally courses of action that might be taken and, in turn, he has received the reactions of governments.

Role of Canadian Government

The Government of Canada is responsible for laying down the policy for the Canadian Delegation. This is done in two ways. In the first place, the Cabinet, and more particularly the Secretary of State for External Affairs, may decide in principle on courses of action and initiatives that might be taken by the Canadian Delegation at the forthcoming Assembly. The officials in the Department of External Affairs and in other departments concerned in the question are requested to elaborate a proposal and discuss it with other members of the United Nations,

either in New York or in the capitals where Canada has diplomatic missions. Once the proposal has been evaluated and elaborated, Cabinet must approve it in its final form.

Other suggestions or proposals originate within the departments of government. These are elaborated by consultation and on the basis of information received from abroad. They are then sent up to the Minister for approval by him or, for more important matters, by Cabinet as a whole.

A few weeks before the Assembly meets, a handbook is produced containing background information and instructions on all the items placed among the provisional agenda of the Assembly. These instructions have, for the most part, been individually approved by the Minister during the process of consultation and elaboration. However, some of the more routine matters are dealt with at the official level. The policy recommendations normally go before Cabinet for approval.

Appointment of Delegation

Another main task that is the responsibility of the Government is the appointment of the Delegation that will represent Canada at the Assembly. The Chairman of the Delegation is normally the Secretary of State for External Affairs. Since his duties do not permit him to stay in New York for the full three months of the Assembly, the Minister is assisted by a Vice-Chairman, who in recent years has been his Parliamentary Secretary, Mr. Wallace Nesbitt. The Vice-Chairman remains with the Delegation throughout the period of the General Assembly. The other members of the ten-member list of delegates and alternates are usually members of Parliament and the Senate, the Permanent Representative of Canada to the United Nations, prominent private citizens with experience in particular fields related to the discussions at the General Assembly and senior officials of the Department of External Affairs. There is always at least one woman delegate, who normally sits in the Third Committee, which deals with social, cultural and humanitarian problems.

Apart from the ten delegates and alternate delegates, a group of parliamentary observers is appointed to the Delegation. Members of Parliament, both from the Government and non-Government parties, are appointed so that as large a number of them as possible will have first-hand experience of the General Assembly.

Advisers to Delegation

To assist the delegates and alternates in the seven committees of the General Assembly and in the Plenary, a number of advisers are attached to the Delegation. One source of these officials is the Permanent Mission in New York. All of its officers become part of the Delegation. Other advisers with knowledge of particular questions or committees are drawn from various divisions in the Department of External Affairs and other interested departments, such as the Department of Finance. It is the job of these advisers to assist the delegates by gathering

information and assessing it, giving help in compiling statements of the Canadian position on agenda questions on the basis of the instructions approved by Cabinet, and reporting on the progress and action of the Assembly.

In all, the Canadian Delegation to a session of the General Assembly generally numbers between thirty and forty people.

Permanent Mission of Canada to UN

Canada's Permanent Mission in New York, which looks after United Nations affairs, is the primary source of information and advice on United Nations subjects. The Permanent Mission provides Canadian representations on a large number of bodies in the United Nations complex. Apart from the office in New York, there is also a Canadian mission to the European Headquarters of the United Nations. The Canadian Permanent Mission to the European Office undertakes tasks similar to those of the New York office, but deals largely with the activities of the Specialized Agencies of the United Nations, most of which have their headquarters in Europe. As the Specialized Agencies have their own Assemblies, the Geneva office is less involved in the activities of the General Assembly in New York.

The Mission in New York, together with the Mission to the European Headquarters, is a source of advisers to the various representatives and delegates appointed to speak for Canada at the large number of United Nations meetings apart from the General Assembly which take place throughout the year. On the basis of their attendance at these conferences and meetings, the members of the two Permanent Missions are in a position to assess throughout the year what the major questions facing the Assembly will be and what attitudes the various members of the United Nations might take on these questions.

As the Assembly draws near, the members of the Permanent Mission in New York intensify their consultations with other members of the United Nations, especially those with whom Canada has traditionally worked in close accord. However, all shades of opinion are consulted so that the Canadian position may take into account even those opinions in direct opposition to it.

Apart from consultations the Permanent Mission undertakes on its own initiative, the Department of External Affairs or other departments frequently request the Permanent Mission to assess opinion and give advice on particular questions. The Permanent Mission is also frequently asked for its advice on the United Nations aspects of a question that may, in the main, be outside the scope of the Organization's activities. The Permanent Mission is therefore a sort of central listening-post continually tuned to United Nations opinion.

Role of Canadian Government Departments

It is the job of the Department of External Affairs to act as the collecting point for all information on United Nations subjects. The Department of External Affairs must also consult other interested government departments on questions

touching upon subjects dealt with by them --- for example, the Department of Finance for its views on the budgetary consequences of proposed Assembly action, the Department of National Health and Welfare for an opinion on a proposed convention on the use and control of narcotic drugs, the Department of Justice on the constitutional implications of sections of the Covenants on Human Rights having to do with matters within the jurisdiction of the provinces, the Department of Labour on the age of retirement for women, etc.

Another job of the Department is to advise the Minister on possible courses of action at the Assembly and what Canada might do to suggest ways in which the United Nations can discharge the tasks before it.

Apart from co-ordinating the views of other government departments, consulting through Canadian diplomatic missions abroad and with the Mission in New York, and compiling the instructions for the Delegation, the Department of External Affairs must undertake most of the administrative arrangements for the large Delegation Canada sends to New York each autumn. Provision must be made for the lodging and maintenance of the Delegation and the administrative staff that goes with it. Special services of all sorts must be set up in New York to provide the necessary assistance and clerical help. The Delegation must have readily available, in good order, the large quantity of documentation that forms the basis of the discussions in the Assembly. Daily reports and comments must be written and sent back to Ottawa speedily and accurately. All these services and more must be so planned and organized that the Delegation can perform its functions efficiently.

If the amount of work that goes into the preparation of an Assembly of the United Nations seems to be great, it is undertaken by Canada in the belief that these efforts in support of the United Nations will continue to contribute in many important ways to the cause of peace and security in the world.



CANADA SALUTES NEW AFRICAN STATES

On the occasion of the declaration of their independence, Prime Minister John G. Diefenbaker has sent congratulatory messages, constituting official recognition, to the following new sovereign states in Africa:

Cameroun, January 1; Togo, April 27; Congo (ex-Belgian), June 30; Somalia, July 1; Mali, June 20; Malagasy (formerly Madagascar), June 25; Dahomey, August 1; Niger, August 3; Upper Volta, August 5; Ivory Coast, August 7; Chad, August 11; Central African Republic, August 13; Congo (ex-French), August 15; Gabon, August 17.

A Distinguished Visitor

PREMIER OF NORTHERN NIGERIA

ON July 24, Alhaji Sir Ahmadu Bello, Sark of Sokoto, the Premier of the Northern Region of Nigeria, arrived in Ottawa for a short visit. He was accompanied by Alhaji Sir Muhammadu Sanusi, the Emir of Kano, and three ministers of the Northern Region Government — the Minister of Education, Alhaji Isa Kaita; the Minister of Lands and Surveys, Malam Ibrahim Musa Gashash; and the Minister of Works, Mr. G. U. Ohikere. Also in the party were several public servants, personal secretaries, and assistants. The Premier and his party had been touring the United States since early July and came to Ottawa by



Visiting leaders from Northern Nigeria pose for the camera with Prime Minister Diefenbaker (left to right): Mr. G. U. Ohikere, Minister of Works for the Northern Region; Alhaji Isa Kaita, Minister of Education for the Northern Region; Alhaji Sir Ahmadu Bello, Sark of Sokoto, Premier of Northern Nigeria; Mr. Diefenbaker; Alhaji Sir Muhammadu Sanusi, Emir of Kano; Malam Ibrahim Musa Gashash, Minister of Lands and Surveys for Northern Nigeria.

Department of Transport aircraft from Boston, where they had been met by the Acting Chief of Protocol. Upon arrival, the Nigerians were welcomed by the Acting High Commissioner for the United Kingdom and the Head of Commonwealth Division.

An Active Schedule

A full programme was arranged for the Sardauna and his party. On the second day of their visit, they called on the Prime Minister and the Secretary of State for External Affairs in the Parliament Buildings. The presence of the Nigerians, and their striking robes, attracted much attention, coinciding as it did with a Dominion-Provincial Conference attended by the Premiers of the ten provinces. During his call on the Prime Minister, the Sardauna presented him with a green ceremonial robe richly embroidered in silver. Later the same day, at dinner, a similar blue robe was presented to the Secretary of State for External Affairs, who was host to the Premier and his party. Between these two ceremonies, the Sardauna and the Emir attended the opening of the Dominion-Provincial Conference, while their Ministers met members of the Canadian Cabinet and government officials; they attended the session of the House of Commons and were welcomed by the Prime Minister and the leaders of the opposition parties; the Sardauna held a press conference and had lunch with the Speaker of the House of Commons, Mr. Roland Michener, and the Parliamentary Secretary to the Secretary of State for External Affairs, W. B. Nesbitt. The Premier and his party also participated in an afternoon meeting with government officials to discuss technical assistance, education and other Nigerian problems, with special reference to the Northern Region.

Tour of Ottawa

On July 26, the Sardauna with his party made a short sight-seeing tour through Ottawa, signed the Visitors' Book at Government House and met the Mayor of Ottawa at City Hall. After lunch with the Acting High Commissioner for the United Kingdom, the party departed for New York, on the first leg of their return trip to Nigeria. The Secretary of State for External Affairs saw them off at Uplands Airport with other Canadian Government officials.

During his meetings with Canadian officials and in his other statements, the Sardauna described the developmental needs of the Northern Region. He asked for Canadian help through the established channels of technical assistance in building up the education and communications facilities of the North.

Ghana Joins the Republics

ON July 1, 1960, the West African state that takes its name from a medieval kingdom of the western Sudan, became the Republic of Ghana, thus joining the other republican members of the Commonwealth, India and Pakistan, which recognize the Queen as head of the Commonwealth but not as head of state.

In 1844 the British Government took over the rule of the coastal areas of the Gold Coast from the Committee of London Merchants, which had controlled the colony for the previous 16 years. The instrument of British authority was the famous Bond concluded with coastal tribes. Ashanti, a great kingdom situated in what is today central Ghana, was not annexed until 1901, 27 years after the Gold Coast had been separated from Sierra Leone. In the same year, the Northern Territories were made a protectorate. The present Volta region, formerly the part of the trusteeship territory of Togoland under British administration, became a region of Ghana at the time of Ghana's independence in 1957.

Although the Gold Coast was under British rule from 1844 to 1957, Africans were for many years associated with its government. The first African member of the Gold Coast Legislative Council was appointed in 1888. Under the Constitution of 1925, the Legislative Council which was appointed to enact legislation for the Gold Coast colony alone, but whose laws were, in fact, applied to Ashanti and the Northern Territories as well, had 15 official and 14 unofficial members. Of the unofficial members, nine were elected Africans. After the Legislative Council was enlarged in 1946, it included a majority of elected African members, not only from the Gold Coast but also from Ashanti. While this increase in African representation was a step forward, it did not fully satisfy many of the educated Africans, who continued to feel that their views were not adequately represented in the government.

The United Gold Coast Convention, led by Dr. J. B. Danquah, a lawyer and member of the Legislative Council, was founded in 1947. Its principal object was to secure complete self-government for the Gold Coast in the shortest possible time. During the following year riots and disturbances took place in Accra, the capital, and several of the leaders of the United Gold Coast Convention, including Dr. Danquah and Kwame Nkrumah, were detained for a short time in the Northern Territories, some 500 miles distant from Accra.

Early in 1949, an all-African Commission, headed by Mr. Justice, later Sir Henley, Cussey, was appointed to make recommendations for constitutional reform. Later that year Kwame Nkrumah resigned from the UGCC and formed the Convention Peoples Party, which demanded "self-government now". On January 8, 1950, he proclaimed a campaign of "Positive Action". Nkrumah and other members of the new party were imprisoned.



The "Atumpan" drummer beats out his summons at the opening ceremony of the National Assembly of the Republic of Ghana.

Despite the growing opposition in the country to the Coussey Commission's recommendations the Governor, Sir Charles Arden-Clark, proclaimed the new constitution based on its report. Among its principal points, the Coussey Report called for an increase in the franchise, an African Prime Minister and an African Cabinet except for three ex-officio Ministers.

In the elections that followed, the Convention Peoples Party won a resounding victory. Its founder Kwame Nkrumah was immediately released from prison and appointed Leader of Government Business. In 1952 Dr. Nkrumah became the first Prime Minister of the Gold Coast.

The National Assembly, under the next Constitution (1954) became an all African Chamber. All matters except defence, external affairs and control of the judiciary and civil service became the responsibility of Dr. Nkrumah and his ministers. On March 6, 1957, the Gold Coast became an independent country within the Commonwealth.

On the third anniversary of Ghana's Independence, March 6, 1960, Prime Minister Nkrumah announced his Government's proposal for a Republican Constitution. He proposed that Ghana should be a sovereign unitary Republic and announced that the first President would be chosen in a plebiscite. In April 1960 the plebiscite took place and Dr. Nkrumah was returned as President Elect. The electorate approved the draft Constitution.

Some provisions of the new Constitution are entrenched, such as the office and powers of the President, and the prohibition on the levying of taxes and on the raising of armed forces otherwise than under an Act of Parliament. The entrenched clauses of the Constitution can only be repealed or amended after the electors of the country have given their consent in a referendum.

One of the most interesting aspects of the Constitution is that it gives Parliament the power to provide for the surrender of the whole or any part of the sovereignty of Ghana in order to bring about a union of African states and territories.

Dr. Nkrumah said in March that if the people of Ghana voted in favour of the Constitution he would inform the Conference of Commonwealth Prime Ministers in London that Ghana would become a Republic but would wish to remain in the Commonwealth. After full Commonwealth consultation, the Prime Ministers at their Conference in May accepted Ghana as a Republic within the Commonwealth.

Ghana celebrated July 1, 1960, as Republic Day. Dr. Nkrumah was installed as first President of Ghana in a colourful ceremony at the State House which embodied ancient African ritual combined with modern constitutional procedure. On taking office, the President took the following oath:

I...do solemnly swear that I will well and truly exercise the function of the high office of President of Ghana, and I will bear true faith and allegiance to Ghana, and that I will preserve and defend the Constitution and that I will do right to all manner of people according to law without fear or favour, affection or ill-will, so help me God.

After his assumption of office, Dr. Nkrumah made the following declaration: On accepting the call of the people to the high office of President of Ghana, I...solemnly declare my adherence to the following fundamental principles:
That freedom and justice should be honoured and maintained.
That the union of Africa should be striven for by every lawful means and, when attained, should be faithfully preserved.

That the Independence of Ghana should not be surrendered or diminished on any grounds other than the furtherance of African unity.

That no person should suffer discrimination on grounds of sex, race, tribe, religion or political belief.

That Chieftaincy in Ghana should be guaranteed and preserved.

That every citizen of Ghana should receive his fair share of the produce yielded by the development of the country.

That subject to such restrictions as may be necessary for preserving public order, morality or health, no person should be deprived of freedom of religion or speech, of the right to move and assemble without hindrance or of the right of access to courts of law.

That no person should be deprived of his property save where the public interest so requires and the law so provides.

The President was installed in a specially carved and gilded chair. He took his oath and made his declaration holding a golden sword of state, which is the symbol of his authority.

At nightfall on July 1, a "perpetual flame", signifying African liberation, was lit. The massed police and army bands beat retreat. To the delight of thousands, a magnificent fireworks exhibition followed. The evening hours were spent at a state ball, where the ever popular Ghana "Highlife" music again proved its invincible appeal.

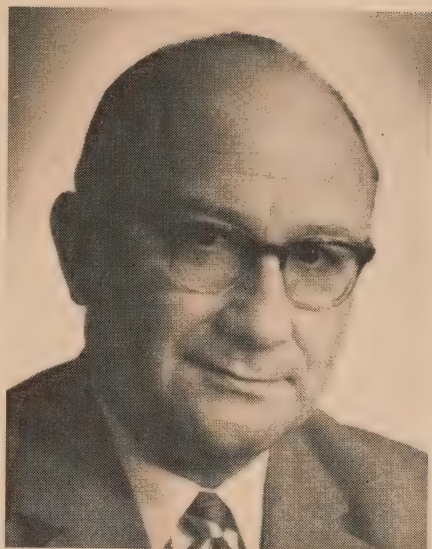
On July 2, there was a parade of the armed forces, a flypast by the Ghanaian Air Force and an impressive callisthenics display by the Builders Brigade. An inter-denominational religious service took place at the Accra Stadium on Sunday July 3, at which about 20,000 were present. In an international soccer game later in the day, the United Arab Republic and Ghana's flashy "Black Star" team played to a draw. The final day of the official celebrations saw the state opening of Parliament and the swearing in of Justices of the Supreme Court.

The opening attracted many visitors. Members of Parliament arrived in national dress, the striking and elaborate Kente cloth; the National Assembly itself was newly decorated for the occasion. In his Presidential address to Parliament, Dr. Nkrumah outlined the principles of Ghanaian foreign and domestic policy. The Judges were sworn in at a ceremony in the Law School.

While business and official life in Accra came to a halt for the public holidays, the people of Ghana thoroughly enjoyed the festivities and functions arranged to celebrate this historic event.

Dr. Balke Visits Ottawa

DR. Siegfried Balke, the Minister for Atomic Energy and Water Resources of the Federal German Republic, recently paid a two-week visit to Canada, during which he toured the Beaverlodge Uranium Mines in northern Saskatchewan, western oil-fields and refineries in Calgary and Edmonton, nuclear-research laboratories and nuclear plants in Ottawa, Port Hope and Toronto, the hydro-electric power installations at Niagara Falls and laboratories and plants dealing with problems of water pollution and sewage in Montreal and Toronto. He paid his second visit to the Nuclear Research Centre of Atomic Energy of Canada Limited at Chalk River and also visited the General Electric plant in Peterborough and the plants of Eldorado Mining and Refining Limited



Dr. Siegfried Balke, Minister for Atomic Energy and Water Resources of the Federal German Republic.

and AMF Atomics (Canada) Limited in Port Hope. During his visit to the Toronto area, he was the guest of both the government of Ontario and the Canadian Metal Mining Association. His tour of western oil fields and refineries was organized by the Canadian Petroleum Association.

Dr. Balke, who was accompanied by Mrs. Balke and several expert advisers, holds a doctor's degree in chemical engineering and has occupied his present post in the Federal German Cabinet since 1956. He paid one previous visit to Canada in 1957. Earlier this year, Mr. J. L. Gray, President of Atomic Energy of Canada Limited, paid a similar visit to Germany.

Germany was the first country with which Canada signed a bilateral agreement for co-operation in the peaceful uses of atomic energy, on December 11, 1957, and German industrial concerns have since bought some quantities of Canadian uranium. The present German nuclear-energy programme, like the Canadian, is one of active research and development, and the close relations maintained by these friendly exchanges of visit are, therefore, of considerable interest to both countries.

International Justice

PERMANENT COURT OF ARBITRATION AND INTERNATIONAL COURT OF JUSTICE

ON May 3, 1960, the Secretary of State for External Affairs, Mr. Green announced to the House of Commons that Canada had decided to give active support to the Permanent Court of Arbitration in The Hague and that the Canadian Ambassador to The Netherlands, Mr. C. P. Hébert, would represent Canada on the administrative council of the Court.

History of Permanent Court

The Permanent Court of Arbitration was established by the Hague Convention for the Pacific Settlement of International Disputes of 1899. At present, 44 other countries are members. The Court is in many respects complementary to the International Court of Justice, as it provides more informal and flexible machinery for dealing with international disputes than that provided by the International Court. This forum is a particularly useful alternative to the International Court of Justice when the publicity attending the proceedings of the latter is not desirable or when the parties to a dispute have agreed to settle their differences *ex æquo et bono*, that is in equity rather than in strict law. Although the Statute of the International Court of Justice allows it to make decisions upon the consent of the parties *ex æquo et bono*, the Permanent Court of Arbitration is better fitted for this role.

Relation between Courts

Despite these benefits, the establishment after the First World War of a Permanent Court of Justice (the predecessor of the International Court of Justice) gave rise to the question whether, for all practical purposes, it would render the Permanent Court of Arbitration superfluous. Although very few cases have come before this Court in recent years, evidence of its potential usefulness is found in the fact that the U.S.S.R. and a number of Asian countries, which have been reluctant to use the International Court, have responded favourably to a move to support the Permanent Court of Arbitration.

Strictly speaking, the Permanent Court of Arbitration has no continuous sphere of jurisdiction. Each tribunal created within its framework has only the competence conferred upon it by the agreement to submit to arbitration concluded by the parties to a dispute. The arbitrators are freely chosen by the parties from a list comprising the names of members of all the national groups of parties to the Court.

The national groups of the Permanent Court of Arbitration are formed, in accordance with Article XXIII of the Hague Convention, for the Pacific Settlement of International Disputes of 1899,⁽¹⁾ by which governments are required "to select four persons at the most of known competency in questions of international law, of the highest moral reputation and disposed to accept the duties of arbitrators."

An important supplementary function performed by the national groups is the nomination of candidates for the International Court of Justice under Article 4 of the Statute of the Court.

The first Canadian National Group has been recently appointed by the Government. It consists of the following persons: Mr. Justice R. A. Ritchie of the Supreme Court of Canada, Ottawa; Mr. Arthur Hugo Ray, Q.C., Vancouver, British Columbia; Professor Jacques-Yvan Morin, Professor of International Law at the University of Montreal; and Mr. Marcel Cadieux, Deputy Under-Secretary and Legal Adviser to the Department of External Affairs.

The National Group, which is appointed for 6 years, is enjoined by Article 6 of the Statute of the Court to consult the courts, law faculties and law associations in the selection of candidates. The membership of the Group facilitates compliance with this Article.

In the case of members of the United Nations not represented on the Permanent Court of Arbitration, national groups are appointed for the specific purpose of nominating candidates for the International Court of Justice under Article 4 of the Statute of the Court. National groups have been appointed in Canada on this basis in 1945, 1948 and 1954.

Coming Elections to ICJ

The task of nominating candidates for the International Court of Justice is now before the Canadian National Group, as elections will be held in the United Nations this fall for 6 seats on the Court. The Court, the statute of which forms an integral part of the United Nations Charter, is composed of fifteen "independent judges elected regardless of their nationality from among persons of high moral character who possess the qualifications required in their respective countries for appointments to the highest judicial offices or are jurisconsults of recognized competence in international law".⁽²⁾

The present judges on the Court are: Helge Klaestad (Norway); Sir Zafrulla Khan (Pakistan); J. Basdevant (France); G. H. Hackworth (U.S.A.); B. Winiarski (Poland); A. H. Badawi (United Arab Republic); E. C. Armond-Ugon (Uruguay); F. I. Kojevnikov (U.S.S.R.); L. M. Morena Quintana (Argentina); R. Cordova

(1) This Convention has been supplemented by The Hague Convention of 1907, which re-enacts the substance of Article XXIII.

(2) Article 2 of the Statute of the International Court of Justice.

(Mexico); V. K. Wellington Koo (China); J. Spiropoulos (Greece), Sir Percy Spender (Australia) and Dr. Ricardo J. Alfaro (Panama).

The seats held by Helge Klaestad, Sir Zafrulla Khan, G. H. Hackworth, E. C. Armond-Ugon and F. I. Kojevnikov will become vacant on February 5, 1961, and elections will be held during the forthcoming session of the United Nations General Assembly. An additional vacancy has been caused by the death of Sir Hersch Lauterpacht of the United Kingdom on May 8, 1960.

The judges will be elected for 9-year terms, except in the case of Judge Lauterpacht's successor, who will sit for the remainder of his predecessor's term and take up his position on the Court immediately upon his election. The judges can also be re-elected.

Electoral Procedure

The procedures — including, in particular, the role of the national groups — set out in the Statute for the elections of judges are designed to preserve the Court's independence and objectivity. While representation on the political organs of the United Nations is determined exclusively by governments, the Statute of the Court places as much weight as possible on independent juridical considerations in the selection of judges, and it is national groups rather than governments that propose the names of candidates who may be elected by the General Assembly and Security Council. The national groups are thus directly responsible for the quality of the candidates available.

Nominations are submitted to the Secretary-General of the United Nations who then prepares an alphabetical list, which he submits separately to the General Assembly and the Security Council. These bodies proceed independently of one another to elect the members of the Court.

In the General Assembly balloting the states which are not members of the United Nations but are parties to the Statute⁽¹⁾ have an opportunity to vote. Candidates obtaining an absolute majority of votes in the General Assembly and in the Security Council are elected. It should be noted that the veto does not apply in the voting of the Security Council. If, after the first meeting, one or more seats remain to be filled, one or two further meetings may be held. The Statute provides that, if, after the third meeting, one or more seats still remain unfilled, a joint conference of six members, three from the General Assembly and three from the Security Council, may be formed to choose by voting an absolute majority, one name for each remaining vacancy. These names are then submitted to the General Assembly and the Security Council for their acceptance. If this procedure fails to fill all the seats, the elected members of the Court may then fill the vacant seats by selection from among the candidates who have received votes in the General Assembly and Security Council. Should there be an equality

(1) Switzerland, Lichtenstein and San Marino.

of votes among the judges, the Statute provides that the oldest judge shall have a casting vote.⁽¹⁾

The guidance in the Charter to emphasize juridical considerations does not cease upon the nomination of candidates by the national group. The governments are required by Article 9 of the Statute to consider "not only that the persons to be elected should individually possess the qualifications required but also that in the body as a whole the representation of the main forms of civilization and the principal legal systems of the world should be assured." The last section of this article does, in fact, give some recognition to political realities, but, as Judge Levi Carneiro said in his dissenting opinion in the *Anglo-Iranian Oil Co.* case, "it is inevitable that every one of us in this Court should retain some trace of his legal education and his former legal activities in his country of origin. This is inevitable and even justified . . ." in terms of the requirements of Article 9.

Role of International Court

The significance of the election of judges is underlined by the important role the Court has played in the maintenance of international order since its inception in 1946.

However, its part has been small in relation to its potential usefulness. This is illustrated by reference to the more extensive accomplishments of its predecessor the Permanent Court of International Justice. In a considerably smaller world community, 47 states effectively bound themselves to the optional clause of the Permanent Court, while only 39 states, including Canada, are parties to the optional clause of the present Court. (It is the optional clause that gives the Court effectiveness by conferring upon it compulsory jurisdiction). Further comparison may be instructive, if not encouraging: in its active period of 17 years the Permanent Court considered 79 cases, including 28 requests for advisory opinions. In 14 years, the International Court of Justice has had brought before it only 46 cases, including 11 advisory opinions.

The usefulness of the Court necessarily depends essentially on the extent to which states will encourage recourse to it. In the last analysis, it is the will of the states themselves that will largely determine the success or failure of the Court. Political cleavages have had their effect in inhibiting the use of the Court in recent years. Another indispensable feature of an effective Court is, of course, the high quality of the judges elected to it.

(1) Article 12 of the Statute of the Court.

The Recruiting of Foreign Service Officers

IT is now over 50 years since the Department of External Affairs was established, and 33 years since it opened its first diplomatic office abroad. Its beginnings were modest — in 1909, the entire staff was composed of the Under-Secretary, Sir Joseph Pope, two chief clerks and four other clerks. In 1912 an Assistant Under-Secretary was added and, in 1913, a Legal Adviser. The Department's first office abroad was a Legation, which was opened in Washington in 1927. In the following year, a Legation was established in Paris, and in 1929 another was opened in Tokyo. No other offices were opened for ten years, until a Minister was appointed to Belgium and the Netherlands in January 1939.

Today, the Department administers 63 offices abroad. These include 39 embassies, two legations, nine offices of high commissioners in Commonwealth countries, two offices of commissioners, three permanent delegations to international organizations, seven consulates general and a mission in Berlin. It also has personnel serving at three consular offices administered by the Department of Trade and Commerce and in the Supervisory Commission in Indochina. The number of foreign service officers serving at these missions abroad, and in Ottawa, has now reached more than 330.

Expansion Factors

Several factors have influenced the expansion of the Department and of its foreign service staff: the growth of Canada's international responsibilities; the growing need, in an increasingly complex and interdependent world, for the Canadian Government to have its own sources of political and economic information abroad and its own channels of international communication; the creation and emergence of new states; the steadily-developing need on the part of Canadians and of Canadian interests for assistance and protection as a result of the increase in Canadian foreign trade, investment and travel.

All this, of course, creates a continual need for recruiting in the Department. The quantitative need is quite obvious, and the number of Foreign Service Officers Grade 1 entering the Department in recent years has been constant. Since 1952, the Department has taken on staff between 16 and 25 successful candidates from each annual competition conducted by the Civil Service Commission. It is necessary, however, to analyse the nature of this need.

Variety of Work

The most striking characteristic of the Department is its diversity. First there is diversity of task; an officer's work might involve any responsibility from political and economic reporting and analysis to consular functions and general administration. Great diversity of living and working conditions is also part of the experience of a foreign service officer abroad. Thus large variations exist between

the climates of various posts, between posts in countries with a high standard of living and others in surroundings of great poverty, between work in a large mission and in the smallest post. Combined with this characteristic of diversity, and closely related to it, is mobility, the rotational character of work in the Department. An officer is called upon, in the course of his career, to serve at a variety of posts. His is a life of movement and adaptation throughout which runs as a stream of constancy his duty to conserve and further Canada's external interests.

Rules for Eligibility

It is the two characteristics, diversity and mobility, that dictate the nature of the need for personnel and define the qualitative requirements. Certain basic rules for eligibility are laid down for foreign service officers. Candidates must be under 31 years of age, must be university graduates at the time of appointment (or undergraduates in their final year of study), and must be British subjects with ten years' residence in Canada. Those who take the examination while not resident must have retained their ties of heart, mind and association with Canada and things Canadian. These, of course, are merely preliminary requirements. Given the two major characteristics of service in the Department, and given the basic aims of the Department, the qualities of a desirable and successful foreign service officer are fairly easily defined. A high standard of intellectual attainment is necessary; not, primarily, a high degree of specialized knowledge but deeper intellectual qualities of maturity, of mental alertness, of initiative and judgment and of facility in learning. These qualities should be complemented by faculties of analysis and by the gift of expression, both on paper and orally, in a clear and concise way. Further qualities that are essential are flexibility and adaptability, so that officers may make a smooth adjustment to the various cultures and conditions met with in service abroad. Finally, a good foreign service officer must be a friendly foreign service officer to represent Canada adequately.

In order to select young officers who meet the requirements, the Civil Service Commission, in consultation with the Department of External Affairs, has developed a comprehensive selection procedure. The competitive examination, which is the only avenue to appointment as Foreign Service Officer Grade 1, is held each year (usually in November) and, to advertise it, the Civil Service Commission prepares and distributes notices giving particulars. These are displayed in post offices, in Civil Service and National Employment Service offices across Canada, and in Canadian Government offices abroad. To make sure all potential candidates know of the competition, the Civil Service Commission also notifies Canadian universities and the Department tries to send officers to as many as possible to talk to students and faculty members who may be interested and provide information about opportunities in the foreign service. The competition is also brought to the attention of major universities abroad where Canadians may be studying.

Examinations

The competition has two phases — the written and oral examinations. Of the two written examinations, one is a multiple-choice “objective test”, which is prepared by the Civil Service Commission to test all university graduates seeking employment in any part of the public service. The other is an examination of the essay type, prepared for foreign service officer candidates for both the Departments of External Affairs and Trade and Commerce. This paper is a joint one drawn up by the two departments in co-operation with the Civil Service Commission. Candidates may, of course, write in English or in French. Each is given a number in order to preserve anonymity until the marking of the papers is completed.⁽¹⁾

From the point of view of the Department of External Affairs, the essay examination, in addition to testing the candidate's general knowledge of Canadian and international affairs, helps to measure the intellectual qualities required. For this reason the Department regards the essay paper as an important part of the competition. Candidates are offered a broad choice of topics and asked to write essays on two of these. (A copy of the 1958 joint essay paper is appended to this article). This paper provides an opportunity for candidates to demonstrate clarity of thought, logic, coherence and, of course, the ability to write.

No specific course of study is required. However, since one of the purposes of the written examination is to test the candidate's general knowledge of Canadian and international affairs and the extent of his interest in these fields, it follows that candidates whose university work has dealt with some aspect of this general area have a slight advantage over those who have studied other subjects. Nevertheless the examination is so designed that promising students from fields of study less directly related may also expect to do well in it.

A post-graduate degree is not necessary, though the majority of successful candidates in the past have taken at least one year of graduate studies. Those with post-graduate training and experience and a knowledge of both Canadian languages, and, in addition, of foreign languages, are at an advantage in the competition.

Oral Examination

In the second phase of the competition those who are successful in the written examinations and have been recommended for the final stage of the competition by an interview panel made up of representatives of the Civil Service Commission, are called before an oral board. The centres at which these boards sit may change from year to year but they are usually convened in the major cities of Canada, and, if the number of candidates should warrant, in some of the larger cities in

¹ A booklet entitled Civil Service Examinations, which contains specimen questions from the “objective-type” examination, may be bought from the Queen's Printer for 25 cents.

the United States, the United Kingdom and Western Europe. Occasionally it is found necessary to bring candidates to the nearest examination centre from where they are living. In such cases, the Civil Service Commission is prepared to assist candidates with their return railway or air fares if they are required to travel a considerable distance. The ideal oral board is composed of a member of the Commission, the Head of the Personnel Division of the Department, one or more other members of the Department and outside members drawn from the business and university communities. However, the composition varies from place to place according to local circumstances. Continuity is provided by the member from the Civil Service Commission and the Head of the Personnel Division, who are always present. When the board, i.e., the representative of the Commission and the Head of Personnel, travels to Europe, the missions concerned invite prominent Canadians in their areas to attend the orals held in their respective cities.

The function of the board is to judge the suitability of a candidate by assessing his intellectual capacity, integrity, initiative, personality, and similar qualities. On the basis of the board's assessment, a mark is assigned for the second phase of the competition.

Eligibility List

When the results of the oral boards are received by the Commission and combined with the results from the written examinations, it compiles an eligible list made up of the successful candidates according to rank. This eligible list, which takes into account statutory veterans' preference when applicable, is published in the "Canada Gazette". Appointments to the Department are offered to those candidates on the eligible list, beginning at the top. The limiting factor, of course, is the number of vacant positions on the approved Departmental establishment. This means, on the average, that some twenty candidates join the Department as Foreign Service Officers Grade 1 after each competition.

Probation

Successful candidates who accept appointments enter the Department in the late spring and summer following the completion of the competition, on the understanding that they are available for service wherever the Department may require. Appointments are probationary, but, after twelve months of satisfactory service, reclassification to permanent status is usual. Promotion to Foreign Service Officer Grade 2 usually follows soon after. If, however, an officer's work proves unsatisfactory during the probationary period his employment in the Department may be terminated. The normal training period in Ottawa is about twelve to eighteen months, after which a new officer becomes available for service abroad. During this period the Department tries to ensure that each officer will work in at least one "area" division, such as the Far Eastern or the Latin American Division, and a functional division, such as one of the Economic Divisions or the Information Division. His tour of duty in each lasts three to four months. In

addition to acquiring practical experience and training in the various duties performed by officers, he attends a series of lectures on the organization and the work of the Department, the functions of other government departments and agencies, and the responsibilities of a foreign service officer at Canadian missions abroad. To supplement the lecture programme, field trips are arranged to government agencies such as the Atomic Energy of Canada plant at Chalk River, the National Film Board studios, Montreal, and the International Service of the Canadian Broadcasting Corporation in Montreal. The object of the training programme is to acquaint the new officer with the work of the different branches of the Department's home organization and that of closely-related government departments, as well as to broaden his knowledge of Canada's international affairs.

A probationary officer also may be assisted financially if he wishes to study certain foreign languages. However, the language-training programme for junior officers is based on the principle that they should speak both Canadian languages before they undertake such study. Therefore, during the probationary year various means have been devised to encourage each newcomer to develop and improve his bilingual qualifications. These have had considerable success.

The essential purpose of the system of competitive examinations is, then, to select, for a career of some thirty-five years, officers whose personalities, intellectual attainments and previous experience show them to possess the qualifications needed to perform manifold diplomatic and consular functions — young men and women who possess the intelligence and flexibility of mind for a job in which a wide variety of subject matter is handled, who are able to work harmoniously with others and to adapt themselves readily to contrasting circumstances and conditions of work, and who possess sound judgment and are able to assume an increasing range of responsibilities. The Department's success as the primary organization serving Canada's international interests depends largely on the success with which this purpose is achieved.

FOREIGN SERVICE OFFICER 1, Dept. External Affairs

1958. Time: 2½ hours

Answer any TWO questions.

1. Outline the considerations which should be taken into account in determining the scope and nature of Canadian assistance to under-developed countries.
2. Would Karl Marx consider that his doctrines had been successfully implemented?
3. Has the invention of printing affected the world as much as that of the wheel?

4. It has been said that heavy industry is the foundation of modern social and economic development. Examine the proposition that it is really the energy industries which fulfil this role.
5. Is the encouragement of Western European integration in the interests of Canada?
6. Does Canada suffer from an inferiority complex in dealing with Canada-United States problems?
7. What is your opinion of the argument that, in order to increase trade with communist China, Canada should extend diplomatic recognition to that country?
8. What in your opinion are the main forces which have been shaping the course of recent developments in the Middle East?
9. Discuss the significance to Canada of the Commonwealth Trade and Economic Conference held in Montreal in September 1958.
10. For the continued growth of its national economy, Canada must adopt a policy of increased customs tariffs. Discuss the pros and cons of following such a policy.
11. The Soviet Bloc has embarked on a considerable economic and trade offensive in the non-communist world. Discuss the implications of this offensive in general and for Canada in particular, and indicate what policies should be pursued by Western countries in this regard.
12. Give an appreciation of the influence of geography, including neighboring countries, on Canada's political and economic development.

58-D-68 E.

Extradition

EXTRADITION is usually defined as the giving up of an accused or convicted person by the state in whose territory he happens to be to the state in which he is alleged to have committed, or to have been convicted of, a crime. Although some countries (not including Canada) grant extradition in the absence of treaty, in the overwhelming majority of cases the surrender of such persons depends on arrangements contained in a network of treaties existing between many countries. At present there are some thirty-seven extradition treaties in force between Canada and other countries such as the United States, France, Switzerland, Finland, Greece, etc. These treaties do not include the arrangements between Canada and other parts of the Commonwealth providing for the return of fugitives in accordance with the provisions of several fugitive offenders acts.

Early History

The conception of extradition goes back some centuries, but the use of the term in treaties dates, apparently, only from the first half of the nineteenth century. Before that time the parties to treaties of this nature employed various forms of wording to indicate an obligation to deliver up an accused person. Early examples of treaties dealing with the surrender of such persons are those of 1376 between France and Savoy and of 1612 among France, Austria and Spain. It was, however, the second half of the nineteenth century that saw the widespread adoption by numerous countries of extradition treaties. This development owed its impetus to the great improvement in transportation and the means of communication, which enabled criminals to seek asylum in other countries and to commit crimes across state boundaries. In the absence of a unified world system of administration of criminal law and order there was an acute awareness by many countries of the need for bilateral or multilateral arrangements to ensure that criminals should not go unpunished by seeking refuge in countries other than those where their crimes had been committed. Curiously enough, public opinion in some countries impeded the development of extradition treaties, fear prevailing that such treaties endangered individual liberty and compromised the granting of asylum to political refugees from other countries. After 1870 Great Britain, in particular, entered into a large number of extradition treaties, the basis for their implementation being found in the Extradition Act.

Canadian Extradition Treaties

Many of these were extended to Canada. They are, together with subsequent amendments, still in force and find their present implementation in the Extradition Act of Canada. Perhaps the most famous among our treaties dealing with extradition is the Webster-Ashburton Treaty concluded in 1842 between the United States and the United Kingdom. It provides for the settlement of the boundaries between

Her Majesty's possessions in North America and the United States, the suppression of the African slave trade as well as "The Giving up of Criminals, Fugitive from Justice, in Certain Cases". Under Article X, the parties undertook to "deliver up to justice all persons who, being charged with the crime of murder, or assault with intent to commit murder, or piracy, or arson, or robbery, or forgery, or the utterance of forged paper, committed within the jurisdiction of either, shall seek an asylum, or shall be found within the territories of the other; provided that this shall only be done upon such evidence of criminality as, according to the laws of the place where the fugitive or persons so charged shall be found, would justify his apprehension and commitment for trial, if the crime or offence had there been committed".

The extradition provisions of this treaty have been amended by supplementary conventions of July 12, 1889, December 13, 1900, April 12, 1905, May 15, 1922, January 8, 1925, and October 26, 1951. It may be noted that the supplementary conventions of 1925 and 1951 are applicable only to Canada and not to other parts of the Commonwealth, the 1925 convention being signed by Mr. Ernest Lapointe, Minister of Justice of Canada, and the 1951 convention being signed for Canada by Mr. L. B. Pearson, Secretary of State for External Affairs, and Mr. Stuart S. Garson, Minister of Justice.

U.S. Extradition

The treaty of 1842 was also a milestone in the development of United States practice in matters of extradition. It was only the second treaty containing extradition provisions entered into by the United States, the provisions of the earlier (1794) Jay Treaty between the United States and the United Kingdom, which covered the surrender of persons charged with murder or forgery, having terminated in 1807. As late as 1842, however, American public opinion was apparently not in favour of extradition treaties. The American author, J. B. Moore, in his work on extradition observes in 1891: "The extradition article in the Webster-Ashburton Treaty between the United States and Great Britain of August 9, 1842, awoke violent opposition in the United States, and on January 30, 1844, Mr. Benton offered in the Senate a resolution for its immediate termination". The treaty has, however, not been terminated and the change in public opinion is probably reflected in the fact that, by 1880, the United States had become a party to 25 extradition treaties.

Procedure for Extradition

How does extradition work in practice? Perhaps the best explanation would be provided by describing the general practice followed in cases of extradition between Canada and another country. If, say, a foreign state desires the extradition from our country of one of its criminals, it will instruct its diplomatic mission in Ottawa to make a formal request to the Department of External Affairs for the return of the person sought. The Department of External Affairs transmits the request with accompanying evidence relating to the crime to the Department

of Justice which, in turn, notifies the attorney general's department of the province where the offender resides. Instructions are then issued for his arrest by the police and he is brought before the extradition judge, who — in the common law provinces — is usually a county-court judge but may be a Supreme Court judge, depending upon who is available. (In the Province of Quebec, judges of the Superior Court act in extradition cases.) The country requesting extradition appoints counsel to present the evidence upon which the request for extradition is based. The extradition judge, after the hearing, either commits the accused or orders his release. If committal is ordered, the accused cannot be extradited until fifteen days have elapsed in order to provide time for the making of a writ of habeas corpus. After the fifteen days have elapsed, the Minister of Justice may issue a Warrant of Surrender, which is sent in duplicate to the Secretary of State for recordation and transmission to the counsel retained by the foreign country. One copy of the Warrant of Surrender is given to the gaoler and the other to the escort taking the accused into custody for delivery to the foreign country.

The procedure involved in extradition from a foreign country to Canada is, generally speaking, quite similar, with the exception that there are usually some differences in the domestic procedures in the foreign country. The request for extradition is made by the provincial attorney general to the Department of Justice, which transmits it to the Department of External Affairs, which then instructs its diplomatic mission in the foreign country to make the formal request for extradition. If extradition is granted, the Department of Justice arranges to have a Warrant of Recipias issued by the Secretary of State enabling the escort to return the accused to Canada.

Exceptions for Political Refugees

There are a number of salient features to extradition which should be mentioned. There is universal agreement that extradition will not be granted for political offences. This principle is, however, of fairly recent development in international law, as many of the early extradition cases were concerned with political offences. It is said that one of the main reasons for this is to be found in the over-concern of medieval states to protect their political system and their relative unconcern with bringing common criminals to justice once they had sought refuge in another country. In the nineteenth century, however, with the widespread development of extradition treaties, there was a drastic change of attitude and the practice became general for countries to refuse extradition for political offences. A satisfactory definition of what constitutes a political offence or crime remains, however, to be formulated, since political offences are usually combined with ordinary crimes such as murder, or arson. In the Castioni case in England in 1891, the Court of Queen's Bench refused extradition since it considered the offence was political, Castioni being charged with shooting a member of the Government while taking part in a revolutionary movement in one of the Swiss cantons. Three years later the same court in the Meunier case granted the extradition of a French anarchist

since it considered the offence of causing the death of two persons in an explosion not to be political. The seeming inconsistency in these two decisions may perhaps be explained by the observations of Mr. Justice Cave in the Meunier case:

... in order to constitute an offence of a political character there must be two or more parties in the State, each seeking to impose the Government of their own choice on the other and that, if the offence is committed by one side or the other in pursuance of the object it is a political offence, otherwise not. In the present case there are not two parties in the State ... for the party with which the accused is identified ... namely the party of anarchy, is the enemy of all Governments. Their efforts are directed primarily against the general body of citizens. They may, secondarily and incidentally, commit offences against some particular Government but anarchist offences are mainly directed against private citizens.

The distinction, however, seems to be one of sophistry. Meunier was a member of an organized group. On the other hand, several decisions of Swiss courts have held that acts of anarchists can be considered political offences for which extradition will not be granted.

Principle of Double Criminality

It is usually a condition to extradition that the offence for which the offender is sought must be punishable under the law of both the state of refuge and the demanding state. This is known as the principle of double criminality. In the Canadian case of *Matter of John Anderson*, the Court of Common Pleas of Upper Canada held, in 1860, that extradition would not be granted because, although a killing made by a slave in escaping was murder under the law of Missouri, it was self-defense, and therefore excusable, under Canadian law.

Principle of Specialty

Another principle often applied is that the person extradited cannot be tried or punished by the demanding state for an offence other than that on which the request for his surrender was based or at least for offences enumerated in the treaty. This rule is sometimes called the principle of specialty. If the person is tried for a different offence, the state which surrendered the person may protest to the demanding state.

A large number of states refuse to allow the extradition of their own subjects and instead themselves punish these offenders. Other countries, such as Great Britain, Canada and the United States, generally permit the extradition of their nationals for crimes committed abroad. While extradition laws of these countries do not contain any provisions against the extradition of their nationals, it is necessary to examine the treaties concerned, as they contain varying provisions on the matter reflecting an attempt to take into account the policies of other countries with whom the treaties have been concluded. It is essential also to consider any interpretations that may have been placed on the provisions of these treaties in practice. In the famous *Tourville* case in 1879, for instance, although the treaty provided that the parties were under no obligation to extradite their nationals, Great Britain allowed the extradition of an Austrian subject, for murder of his wife, to Austria, where he was convicted and hanged.

Need for Co-operation

By way of conclusion it may perhaps safely be observed that there is more need today than ever before for international co-operation in the field of extradition. In an age when it is possible to travel within a few hours by commercial jet airliners to the far corners of the earth, it is important that formal arrangements exist for the extradition of fugitives who might otherwise go unpunished. The existence of these arrangements no doubt also serves as a deterrent to persons who might think that in committing a crime they could not be brought back to face punishment once they had sought refuge in another country. The extent of the role played by this factor in reducing the incidence of crime would probably be impossible to assess but there are reasons to believe that it is significant. This is not to say that the person committing a crime has only in order to escape justice to choose a country as a refuge with which his own country has no extradition treaty. As indicated above, a country may grant extradition under its municipal laws in the absence of treaty. Moreover, it is possible that the authorities of the country of refuge may institute deportation proceedings against the offender with a view to his return to his own country. The existence of extradition treaties, however, offers a substantial guarantee that fugitive criminals will not escape justice.

NATO Fellowship Programme

SEVEN Canadians have already received NATO fellowships under the NATO Fellowship Programme begun in 1956. The Programme was begun as one of the means of implementing Article 2 of the North Atlantic Treaty, which emphasizes the need for co-operation among members of the Atlantic Community in non-military fields and stresses the need for mutual understanding among the nations of the alliance.

The stated purpose of the NATO Fellowship Programme is "to promote the study of the common interests, traditions and outlook of the countries of the North Atlantic alliance. The North Atlantic Council hopes that successful candidates after the conclusion of their research will write essays on the general theme of the history, present problems, and development of the Atlantic Community."

While considerable scope is permitted in the choice of subject, the purpose of the Programme is nonetheless clear. Fellows are expected to study the present state of the alliance, its problems, and the future development of an Atlantic Community. Awards are for periods of 2 to 4 months and payment of travel expenses is arranged with individual fellows.

Selection Procedures

Each member country of NATO undertakes to publicize the Programme and to co-ordinate the receipt of applications for forwarding to NATO headquarters, where final selection is made by an international committee. In Canada, the Awards Committee of the Royal Society of Canada administers the Programme; it circulates publicity material and application forms to all universities and appropriate institutions, and subsequently compiles the completed applications for forwarding to NATO through the Department of External Affairs.

In the spring of each year, an international selection committee meets at NATO headquarters in Paris to make the final awards. This body is called "The North Atlantic Studies Committee", and is at present chaired by the Permanent Representative of Belgium to the NATO Council and includes such representatives of educational circles in member countries as: Professor Grayson Kirk, President of Columbia University, New York; Professor Frede Castburg, Rector of Oslo University, Norway; Professor Raymond Aron of the University of Paris; and Professor Max Beloff of Oxford University. Canada is represented by Professor Edgar McInnis, previously Director of the Canadian Institute of International Affairs and now of York University.

The international selection committee is empowered to suggest changes of topic to promising candidates whose proposed subjects may be somewhat outside the purposes of the Programme.

History of Programme

In view of the large number of fellowships and other awards available to scholars, it was natural that the NATO Fellowship Programme should take some time to become known. However, after four years' operation, it has resulted in very useful studies in a number of fields of interest to the alliance and, of course, in itself constitutes a useful exchange of scholars within the Community.

The first Canadian to receive such an award was Professor Stephen A. Czako of Ottawa, who received an award to undertake a general study of non-military co-operation among member countries. In 1957 Professor Gerard Bergeron, Professor of International Politics at Laval University, undertook a study of the main trends of post-war international politics, including those that led to the creation of NATO. Professor Raymond Klibansky, Professor of Philosophy at McGill University, received an award in 1958 to study the basic tenets of the social and political philosophy of the West.

In the following year Mr. John H. MacKay of Ottawa and Mr. J.-Y. Morin of Montreal received awards from the 1959 selection committee. Mr. MacKay, who was employed by the Inspection Services of the Department of National Defence, prepared a study on standardization among NATO nations in the field of basic components of industrial products. Mr. Morin, who was teaching International Law and International Organizations at the University of Montreal, undertook a research paper on the juridical problems raised by the planned development of closer economic, social, and cultural ties among the member states of NATO.

The latest awards were made in April 1960, and Canada once again received two of the eighteen awards. Professor Maxwell Cohen, Acting Dean of the Faculty of Law at McGill University, received an award to study the role of international secretariats in the development of NATO and European communities. Professor Clifford Owen, who has been teaching Economics at the College of William and Mary, Williamsburg, Virginia, will use his NATO award to study the problems of private investment by NATO countries in the under-developed areas of the world.

Canada has reason to be proud of its record of awards in the NATO Fellowship Programme and the variety of subjects chosen by Canadian fellows illustrates the latitude the Programme allows in choice of subject research. While there is not space to give any large number of illustrations of the subjects chosen by fellows of other countries, it should be mentioned that they cover every aspect of the Atlantic Community, including its cultural, political, economic and social development and its defence problems.

It should be mentioned that the NATO Fellowship Programme is one element of a broader programme of NATO cultural activities. The latter include visiting professorships, seminars for university teachers, school teachers, and youth, as well as other smaller activities. These will be reviewed in later editions of the Monthly Bulletin.

Department of External Affairs Records

ARCHIVES SECTION

ALL established governments are faced with the problem of dealing realistically with ever-increasing masses of files, recognition of which has led to investigation and recommendations by a commission in the United States and by more than one Royal Commission in the United Kingdom and in Canada. A common finding of all such commissions is the urgency, in order to avoid the stifling of all current effort, of developing an organized method of retiring obsolete files.

Early Years

Like all branches of government, the Department of External Affairs has been faced with the problem of obsolete files. Since the Department is relatively young, having been founded in 1909, the question did not assume an acute form until after the Second World War. Correspondence concerning foreign relations was not, of course, entirely absent before 1909. However, it was conducted essentially by the Governor General, whose office corresponded directly with the appropriate departments of government, depending on the subjects under consideration. The records of this period of our external history are, therefore, to be found in the files of the Governor General's Office and to a lesser extent elsewhere.

The Department of External Affairs was originally envisaged as a central clearing-house through which all correspondence from abroad would be channelled between the Governor General and the appropriate departments. This, with the responsibility it assumed for issuing passports, remained the main function of the Department in its early years. The initial staff was very small and remained so for some years, with the result that the accumulation of files was correspondingly small. In fact it was so small that the first Under-Secretary, Sir Joseph Pope, who served until 1925, saw no necessity for retiring any of the Department's files, despite the fact he had been very close to the problem of obsolete government records through his services on a Royal Commission that reported on this question in 1914.

Effects of War

The Department grew slowly, with a small but noticeable expansion in staff as a result of the establishment of diplomatic missions in Washington, Paris and Tokyo, the first being the Legation opened in Washington in 1927. This brought about a gradual increase in the correspondence handled by the Department, but the volume remained within easily manageable limits right up to the early days of the Second World War. The War, with the vastly increased activities it imposed

on the Department and the resultant rapid expansion in staff both in Ottawa and in newly-created missions abroad, naturally caused a mushrooming of paper work. The inevitable result was an unprecedented accumulation of files, which, in the early post-war years, severely taxed available storage space and made more difficult the current operations of the Registry.

While sharing the problem of records accumulation and disposal common to all government departments, a foreign office, by the very nature of its work, accumulates much more material of a historical nature than do departments engaged in work of a more purely administrative type. The files of the Department of External Affairs may be divided into three main classes: (1) purely routine or ephemeral correspondence and duplicate material; (2) material of permanent value for record or reference purposes but not of immediate interest; and (3) correspondence dealing with the normal conduct of external relations that is the Department's basic work. The last category may contain subjects of continuing concern that remain current over a long period or may deal with earlier subjects that unexpectedly revive at any time.

Post Problems

Canadian posts abroad accumulate the same general types of material as the Department but possibly with a higher proportion of material not of permanent value, since much of their material is necessarily duplicated in Ottawa. The problem of file retirement they face differs only in degree from that of the Department. In the oldest post, that of the High Commissioner in London, the old files go back well into the nineteenth century and reflect the whole history of the office and its dealings with various Departments in Ottawa in the days when the Canadian Government maintained a High Commissioner in the United Kingdom long before the establishment of a Department of External Affairs.

Public Records Committee

An important step was taken in Canada in 1945, when the Government established an interdepartmental Public Records Committee. The task of this Committee was to attack a problem faced by all departments of government in greater or lesser degree. Working with the Public Archives, it stimulated departments to review their holdings of obsolete records and to plan measures for the orderly retirement of dormant files. Subsequent progress in the destruction of useless material and the segregation of files dormant but potentially valuable for historical or other reasons indicated the need for a suitable intermediate repository for files no longer in active use but not yet ready for eventual destruction or final transfer to the Public Archives. The result was the opening of the Public Archives Records Centre in 1956, a large building specially designed to meet this need.

Stimulated both by the critical problem of its overcrowded Registry and by experience gained through participation in the discussions and work of the Public Records Committee, the Department arranged for an independent survey of its

records in the summer of 1949, which resulted in certain recommendations aimed at improving the immediate situation and preventing any similar accumulation of obsolete files in future. A small Archives Unit was set up late in 1949, to which was assigned the task of commencing an orderly examination of the Department's records, which had been accumulating undiminished since its establishment in 1909. It was later attached to the new Historical Division of the Department and is now known as the Archives Section of that Division.

Main Task of Archives Section

From the beginning, the Archives Section was faced with two main tasks — organizing and retaining all materials of permanent value and disposing of obsolete material. It was recognized that the preservation and appropriate disposition of material required for historical or administrative purposes was of greater importance. However, it was soon realized that, for practical reasons, the first big job of the Section would have to be to examine and classify the Departmental records to make room for current records through the systematic retirement of obsolete material. Material of potential historical value would be retained, for use by the Department and, ultimately, for study by historians, through its eventual transfer to the Public Archives. With the authority of the Public Records Committee and the Treasury Board, obsolete and ephemeral material for which the Department had no further use would be destroyed.

The one type of material that has already been transferred to the Public Archives by the Archives Section consists of the files of the Office of the Governor General dealing with external affairs, which had been stored by the Department for some years. The older files in this group are available to research workers.

As soon as the Archives Section had made a preliminary survey of the Department's files, it was seen that the vast bulk of the files that could be considered for destruction consisted of those created during the Second World War and certain post-war files, all of which had accumulated at a much greater rate than had been experienced before 1939. To obtain badly needed space, therefore, a beginning was made with these files.

What to Destroy

In consultation with the Registry and other Divisions concerned, and with other government departments whenever their interests were involved, the Archives Section decided which classes of file would lose their value after a time. Some files possessed no permanent value because they documented cases in which External Affairs had acted on behalf of other government departments, which were responsible for maintaining their own records. Such records included individual cases of immigration, national status, revocation of naturalization, pensions, departure from Canada (during the period of wartime restrictions), repatriation and enquiries about customs and trade. In other cases the Department had acted only as an intermediary in transmitting enquiries or messages

between persons or agencies abroad and those in Canada. Such cases included enquiries about the whereabouts of individuals, birth certificates, marital status, estates and the like. Still other files of no permanent value were those dealing with requests for speakers for various organizations, offers of service by individuals and enquiries regarding post-war employment. In the latter case, the enquiries as such were of no permanent value, all necessary details having been recorded on other permanent files of the Department and of the Civil Service Commission where employment resulted.

After the Department had thus decided what sort of file should be destroyed, it obtained authority, as required, from the Public Records Committee and the Treasury Board to destroy such files after they had been inactive for five years. While some types could have been destroyed sooner, it was decided that the arbitrary adoption of a uniform period would make it much easier to administer a programme of file retirement. While permission was granted to destroy all routine case files of the types considered, no destruction was permitted of non-routine files that might serve as precedents for future action or of files dealing with policy. Each file is examined individually before destruction to ensure that it falls within the authorized classes and contains only routine material.

In addition to files for the destruction of which special authority must be obtained, all Departments have standing authority to destroy duplicate and ephemeral material. This permits the almost automatic destruction of a large volume of paper annually.

Success of Programme

The programme of file retirement that had begun in a small way in 1949 gathered momentum and in 1951 some 15,500 obsolete files were retired. This was a typical year and will serve as an example of a process that has continued regularly ever since.

The files first scheduled for destruction were the regular correspondence files of the Department. In addition, there existed an even larger accumulation of files of a special type, the individual files of the Department's Passport Office. Since these were more voluminous than all the remaining files, the Section studied special ways of dealing with them. As they were considered of permanent value, a programme of micro-filming, followed by destruction of the original files, was planned and approval was obtained for this work. The detailed estimates of cost and planning were the responsibility of the Archives Section, which arranged for the necessary equipment and turned the actual work over to a specially-trained staff attached to the Passport Office. It was estimated that the microfilming of the backlog of existing files would take over a year and would eliminate some 1,500,000 files, thus releasing a large area of storage space and a large number of valuable filing cabinets. The microfilming programme, which started in 1951, resulted in the photographing and destruction of over 624,000 passport files by the end of 1952, making equipment equivalent to 225 four-drawer filing cabinets

available for other use. The programme was continued until the remaining backlog of files had been disposed of, after which it was continued on an annual basis. Thus, the files of each succeeding year are photographed and destroyed to make room for later files, avoiding any large-scale future accumulation. It is considered cheaper to photograph and retain the records of passport files on microfilm than it would be to store even one year's backlog of such files. The passport files, which formed a separate group of uniform files particularly suitable for the purpose, are the only files of the Department that have been microfilmed thus far.

Programme Abroad

Once the Archives Section had made some progress in attacking the problem of old records in the Department, it was realized that a similar problem, differing only in degree, existed in certain External Affairs missions abroad. This was specially acute at older missions, such as the Office of the High Commissioner in London and the Embassy in Washington, where many tons of obsolete records had accumulated over the years. Some of their older records dated back to the earlier Canadian offices that had preceded the present External Affairs missions in those capitals and were thought to contain material of considerable historical value. For this reason arrangements were made for the shipment of a portion of their obsolete files to Ottawa, where they could be dealt with by the Archives Section in co-operation with the Public Archives.

The difficulties encountered by the missions in London and Washington in dealing with current records in the face of the accumulations of old files made it clear that steps should be taken without delay to extend to all External Affairs posts abroad a uniform programme for the retirement of obsolete files. It was realized that such a programme was most important at posts that had been operating for some years, but even at recently-opened posts it was necessary to start a systematic retirement programme at an early stage to ensure that they were not eventually overwhelmed by a mass of useless paper. Accordingly, general guidance was sent late in 1950 to all posts informing them of the categories of files that might be destroyed under existing authorization and instructing them to start a regular programme of retirement of their older files. From time to time additional guidance has been provided as the programme has developed, and all posts are now required to continue such a programme regularly and to furnish periodic progress reports to the Department. Such a programme is not only necessary to the efficient handling of current correspondence by the registries of the posts but is also very important in saving storage space and obviating the great expense of supplying the ever-increasing number of filing cabinets that would be required in the absence of a retirement plan. Apart from the resultant gain in efficiency, the plan is justified on the basis of economy alone.

During the first years of its existence, the Archives Section had no alternative but to retain in the dormant section of the Departmental Registry all files it was not authorized to destroy. The opening of the Public Archives Records Centre

in 1956, which has already been referred to, permitted a further improvement in the Department's problem of space for current records. This Centre, under the supervision of trained staff of the Public Archives, was planned to serve all Government Departments. It has been possible to send to the Records Centre, over the past several years, very large quantities of dormant or obsolete files. For the most part, these are files that may contain material of permanent value or may still be required by the Department for reference at infrequent intervals. An efficient reference service is provided by the Records Centre, which makes wanted files available to the Department on short notice. It is the plan of the Archives Section, as time permits and as the files become older and hence required even more infrequently for reference in the Department, to examine them in detail with a view to destroying anything not considered to have permanent value. The remaining files of historical value would then be transferred to the Public Archives for permanent retention in the hope that access to them could be granted eventually for research.

Departmental Research

While the retirement of a large volume of obsolete files was the most urgent initial task faced and remains a steady task, the Archives Section began at an early stage to examine the Departmental records in the light of their use for research work and in the preparation of important source material. This work has gradually increased in scope and importance and has, in fact, become the most important positive task of the Archives Section, in contrast to the negative task of retiring useless material. In addition to correspondence files, which form the largest volume of older material, the Department contained much additional scattered material, which the Archives Section has now brought together for the first time. This material includes a collection of policy papers and much other material that has been systematically indexed. It is thus readily available for reference and research purposes either in the Historical Division or by any Division. Its growing familiarity with all types of older material held by the Department has permitted the Archives Section to be of increasing service to other Divisions of the Department as they submit problems to it and become more familiar with the resources for research which it has at its command and can make available to them. In this respect the Archives Section works in close co-operation with the section of the Historical Division devoted to historical research and is a valuable adjunct to it.

Summing-Up

Established originally to deal with the immediate crisis of overflowing records in the post-war period, the Archives Section has gradually acquired a knowledge of the Department's complete documentary resources, apart from the printed matter belonging to the Library of the Department. Throughout its existence, it has enjoyed every co-operation from the staff of the Public Archives. This

co-operation has been particularly close since the opening of the Public Archives Records Centre. It has been possible over the years to become familiar with and put into practice approved archival principles in dealing with accumulations of files entrusted to the Public Archives Records Centre and in the accumulation of important source material held in the Department itself. As the work has progressed, emphasis has tended to be placed more and more on perhaps the most important function of the Archives Section, that of preserving and organizing for reference and historical research in the Department the varied material entrusted to its care.



APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. R. G. Hatheway posted from the Canadian Delegation to the International Supervisory Commissions, Indochina, to the Office of the Canadian Commissioner, Lagos. Left Saigon July 30, 1960.
- Miss K. R. Berton appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 2, 1960.
- Mr. R. J. O. McKinnon appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 2, 1960.
- Mr. D. M. Cornett posted from the Office of the High Commissioner for Canada, Karachi, to Ottawa. Left Karachi August 2, 1960.
- Mr. K. A. McVey resigned from the Department of External Affairs effective August 2, 1960.
- Mr. G. L. Seens resigned from the Department of External Affairs effective August 2, 1960.
- Mr. J. E. Thibault posted from the Canadian Embassy, Belgrade, to the National Defence College, Kingston. Left Belgrade August 4, 1960.
- Mr. M. DeGoumois posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa August 8, 1960.
- Mr. C. S. Gadd posted from Ottawa to the National Defence College, Kingston. Left Ottawa August 9, 1960.
- Miss O. E. Hobbs posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow August 12, 1960.
- Miss G. J. Sellers posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York. Left Ottawa August 14, 1960.
- Mr. C. Moodie posted from the Office of the High Commissioner for Canada, London, to the Permanent Mission of Canada to the United Nations, New York. Left London August 15, 1960.
- Mr. J. E. G. Blais resigned from the Department of External Affairs effective August 15, 1960.
- Mr. A. Kroeger posted from Ottawa to the GATT Tariff Conference, Geneva. Left Ottawa August 16, 1960.
- Mr. R. M. Tait posted from the Canadian Delegation to the Disarmament Committee, Geneva, to the Permanent Mission of Canada to the United Nations, Geneva, effective August 19, 1960.
- Mr. R. Y. Grey resigned from the Department of External Affairs effective August 20, 1960.
- Mr. J. Roy appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 22, 1960.
- Mr. E. T. Wiens appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 22, 1960.
- Mr. W. N. Lawton posted from Ottawa to the Canadian Embassy, Buenos Aires. Left Ottawa August 23, 1960.
- Mr. S. C. H. Nutting posted from the Office of the High Commissioner for Canada, Colombo, to Ottawa. Left Ceylon August 24, 1960.

- Mr. G. E. Cox posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London August 30, 1960.
- Mr. R. D. Gualtieri appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 31, 1960.
- Mr. D. K. Doherty posted from Ottawa to the Office of the Canadian Commissioner, Port-of-Spain. Left Ottawa August 31, 1960.
- Mr. P. E. A. Romeril posted from Ottawa to the Canadian Embassy, Cairo. Left Ottawa August 31, 1960.
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TREATY INFORMATION

Current Action

Multilateral

Articles of Agreement of the International Development Association.

Done at Washington January 29, 1960.

Signed by Canada August 9, 1960.

Convention on the Safety of Life at Sea 1960.

Done at London, May 17, 1960.

Signed by Canada May 17, 1960.

International Convention for the Prevention of the Pollution of the Sea by Oil, 1954 —
Declaration to all Contracting Governments in accordance

with para. 3 of Annex A of the Convention.

Signed by Canada August 25, 1960.

Telegraphic Regulations (Geneva Revision 1958) annexed to the International Telecommunication Convention (Buenos Aires, 1952) with related Protocol.

Done at Geneva November 29, 1958.

Signed by Canada November 29, 1958.

Canada's Instrument of Approval deposited July 13, 1960.

Entered into force for Canada January 1, 1960.

Bilateral

Japan

Agreement and Exchange of Notes between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy.

Ottawa, July 2, 1959 and July 27, 1960.

Entered into force July 27, 1960.

Netherlands

Supplementary Convention modifying the Convention between Canada and the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income signed at Ottawa April 2, 1957.

Signed at Ottawa October 28, 1959.

Instruments of Ratification exchanged at the Hague July 7, 1960.

Entered into force July 7, 1960.

Norway

Convention between the Government of Canada and the Government of the Kingdom of Norway for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Signed at Ottawa July 29, 1960.

Pakistan

Agreement between the Government of Canada and the Government of Pakistan for co-operation in the peaceful uses of atomic energy.

Signed at Ottawa May 14, 1959.

Instruments of Ratification exchanged at Ottawa July 18, 1960.

Entered into force July 18, 1960.

United Kingdom

Exchange of Notes between Canada and the United Kingdom concerning the supply of Canadian flour for emergency stockpiling in the United Kingdom.

Ottawa, August 5, 1960.

Entered into force August 5, 1960.

United States of America

Agreement to amend the Agreement between Canada and the United States of America for co-operation in the civil uses of atomic energy signed at Washington June 15, 1955 as amended by an agreement of June 26, 1956 and modified by an agreement of May 22, 1959.

Signed at Washington June 11, 1960.

Entered into force July 14, 1960.

Exchange of Notes between Canada and the United States of America concerning the establishment of a satellite tracking station near St. John's, Newfoundland (with annex).

Ottawa, August 24, 1960.

Entered into force August 24, 1960.

Publication

Canada Treaty Series 1959, No. 3. International Sugar Agreement of 1958. London, December 1, 1958. Signed by Canada December 28, 1958. Instrument of ratification of Canada deposited April 6, 1959. In force for Canada January 1, 1959.

EXTERNAL AFFAIRS

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Unconditional Aid to the Congo

The General Assembly of the United Nations met in an emergency session from September 17 to September 20 to consider the situation in the Congo. The Canadian Permanent Representative to the United Nations, Mr. C. S. A. Ritchie, delivered the following statement in the course of the debate on September 19:

THROUGHOUT the recent months of crisis in the Congo, the Canadian Government have been guided by a firm desire to see that country emerge as a stable, prosperous and independent state, fully able to take its place among the other states of Africa and in the UN family. Canadians have the greatest sympathy for the Congolese people in their hour of trial. We have watched with close interest and warm approval the emergence of independent nations, first in Asia and more recently in Africa. We have been glad to offer whatever assistance we could to facilitate this important and promising development.

The Canadian Government are fully alive to the dangers and difficulties which have prevailed in the Congo. Essentially, we believe that, in the long run, the situation can only be remedied by the people of the Congo themselves. In their own way they must meet the challenge thrust upon them by the sudden emergence to statehood. They must solve the problems of separatism, which may be largely the result of traditional forces but which have political causes of more recent origin. This separatism, however, must be overcome, if the Congo is to survive as a nation and if the dangers of the present situation are to be avoided.

Solution Cannot be Imposed

No independent nation would be prepared to submit to outside dictation, or to interference, as to the kind of constitutional arrangements which should be made. The evolution of a national constitution, with the governmental form and processes which it would embrace, is of the essence of independent statehood. Any attempt to impose a solution from outside would not only be most improper but likely to fail because it fell short of the national aspiration. In the Congo, however, there has been a recognition that help is needed from outside to assist in setting the new state on a stable course. Shortly after independence, the country was plunged into serious disorders which have badly disrupted political and economic life. Assistance was urgently needed, first to restore order but, over a somewhat longer period, to organize the administrative services needed to give political and economical reality to the newly-founded nation's independence.

Wisely, the Congolese Government turned to the UN for that help and ultimately the Security Council responded with its resolutions of July 14 and 22,

and later of August 9. As a result, the resources of the UN and its Specialized Agencies have been mobilized on a growing scale.

Tribute to Secretary-General

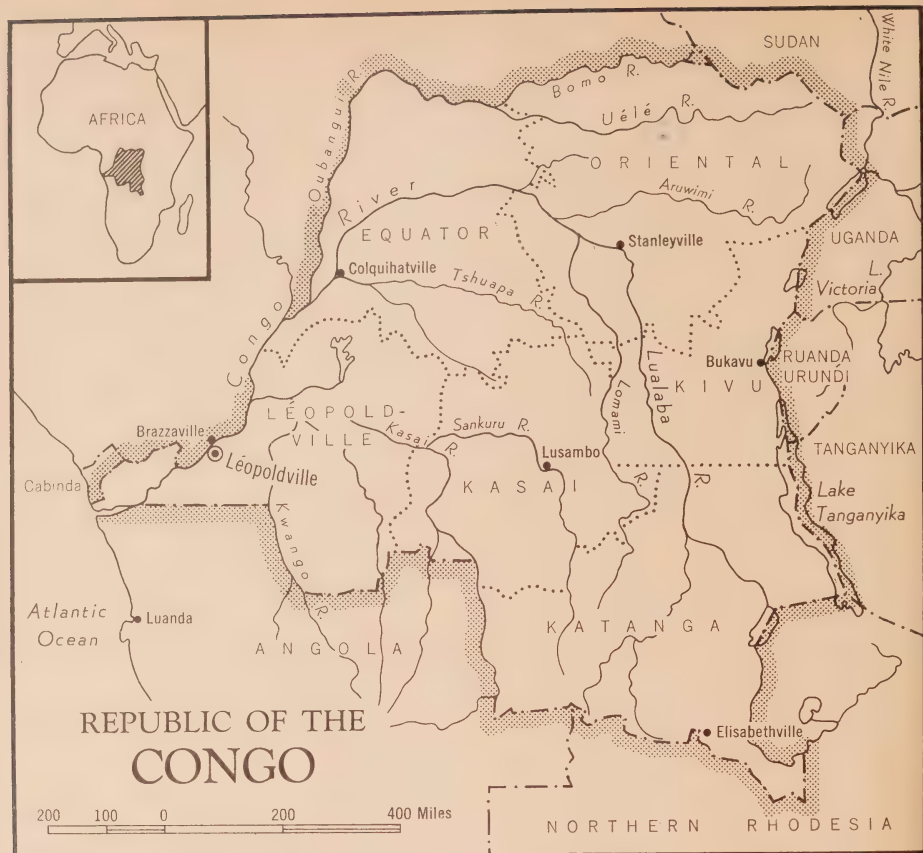
At the focal point of this complex effort by the UN, and indeed its mainspring, has been the Secretary-General. I am honoured to pay the highest tribute to the unstinting and unhesitating way in which he has served us all and the cause of peace in carrying out the most difficult mandate given to him. Drawing on his limitless patience and diplomatic skill, the Secretary-General has effectively led the UN team in the Congo, whose loyalty and devotion we also acknowledge. Without this guidance and devotion to duty, these UN operations would have foundered long ago and the people of the Congo, and the members of this Assembly, and the world at large, would have faced a disaster of major proportions in this important part of Africa.

At the same time, I pay warm tribute to the independent African states whose contribution to and support of the UN in this supreme effort have been decisive. Without the highly efficient contingents from the African states, without the wise counsel of African representatives in the Security Council and in consultations with the Secretary-General, the UN role in the Congo would not have been possible. The leaders of independent African states deserve our praise for the responsible statesmanship and political maturity which they have shown in this troubled period.

Co-operation Demonstrated

Non-African members too have responded quickly and generously to the requests of the Secretary-General for assistance in carrying out the heavy task. The extent and significance of the UN operation in the Congo easily qualified it as the most important challenge ever met by the organization. The combined effort on the part of so many members has been a truly inspiring demonstration of international co-operation under the UN flag. It must not be allowed to fail of its purpose. The most pressing requirement of this emergency special session is to ensure that sufficient support is forthcoming to sustain the UN effort in the Congo.

In this debate, and in the earlier proceedings in the Security Council, we have heard sharp and unjust criticism of the Secretary-General. This activity has been counter to the interest of the UN in the Congo and, indeed, counter to the interest of the Congolese people themselves, whose main hope for future independence lies in close co-operation with the UN. We believe that this emergency session should act to ensure that all member states refrain from political interference and military assistance outside the framework of the UN mandate in the Congo. I have already referred to the heartening response from member states to meet the needs of the emergency situation in the Congo. There is surely no doubt that our efforts must be sustained in the months to come if the UN assistance to the Congo is to be effective. A serious and sizeable problem will be the financing of the UN



operations there. It must be fully recognized, however, that the dangers in the Congo situation are sufficiently great, and the political consequence for Africa sufficiently important, to make it imperative that the political decisions of the UN are backed with material means. It is essential, moreover, that the broadest possible measure of support be provided in furtherance of the UN efforts in the Congo to bring about stability and peace.

Draft Resolution

The assumption of the Canadian Delegation is that the draft resolution before us, Document A/L 292, submitted in the name of Ceylon and 15 other members, is designed to serve the aims which I have mentioned. Among other things, it requests the Secretary-General to continue to take vigorous action to carry out the mandate given to him by the Security Council; it appeals to the Congolese people to seek a speedy solution by peaceful means of all their internal conflicts; and it requests all states to refrain from action that might tend to impede the restoration of law and order, and especially through the provision of arms, military personnel and other assistance for military purposes outside the framework of the UN

mandate. For the reasons I have stated, the Canadian Delegation will support this resolution.

In view of the Canadian attitude on the 16-power draft, I need hardly comment on the draft resolution submitted by the Soviet Union. I would only place on record, however, that, consistent with its past record of support for the UN, the Government of Canada responded to the urgent request of the Secretary-General for assistance by providing a contingent of army specialists who were selected specifically for their technical competence and linguistic qualifications. It is utterly absurd to suggest that this response to an emergency requirement can in any way be regarded as a sign of aggressive intent, just as it is absurd to argue that membership in the NATO alliance is in any way incompatible with rendering support and assistance to the UN. The Canadian Government firmly rejects both these suggestions.

At the conclusion of the debate, the Assembly adopted the following resolution by a vote of 70 in favour (Canada being one) to none against, with 11 abstentions (Soviet Bloc, France and South Africa):

The General Assembly,

Having considered the situation in the Republic of the Congo,

Taking note of the resolutions of July 14 and 22 and of August 9 of the Security Council,

Taking into account the unsatisfactory economic and political conditions that continue in the Republic of the Congo,

Considering that, with a view to preserving the unity, territorial integrity and political independence of the Congo, to protecting and advancing the welfare of its people, and to safeguarding international peace, it is essential for the United Nations to continue to assist the Central Government of the Congo,

1. *Fully supports* the resolutions of July 14 and 22 and of August 9 of the Security Council;
2. *Requests* the Secretary-General to continue to take vigorous action in accordance with the terms of the aforesaid resolutions and to assist the Central Government of the Congo in the restoration and maintenance of law and order throughout the territory of the Republic of the Congo and to safeguard its unity, territorial integrity and political independence in the interests of international peace and security;
3. *Appeals* to all Congolese within the Republic of the Congo to seek a speedy solution by peaceful means of all their internal conflicts for the unity and integrity of the Congo, with the assistance, as appropriate, of Asian and African representatives appointed by the Advisory Committee on the Congo, in consultation with the Secretary-General, for the purpose of conciliation;
4. *Appeals* to all member governments for urgent voluntary contributions to a United Nations fund for the Congo to be used under United Nations

control and in consultation with the Central Government for the purpose of rendering the fullest possible assistance to achieve the objectives mentioned in the preamble;

5. *Requests:*

- (a) All states to refrain from any action which might tend to impede the restoration of law and order and the exercise by the Government of the Republic of the Congo of its authority and also to refrain from any action which might undermine the unity, territorial integrity and the political independence of the Republic of the Congo;
 - (b) All member states, in accordance with Articles 25 and 49 of the Charter, to accept and carry out the decisions of the Security Council and to afford mutual assistance in carrying out measures decided upon by the Security Council;
6. *Without prejudice to the sovereign rights of the Republic of the Congo*, calls upon all states to refrain from the direct and indirect provision of arms or other materials of war and military personnel and other assistance for military purposes in the Congo during the temporary period of military assistance through the United Nations, except upon the request of the United Nations through the Secretary-General for carrying out the purposes of this resolution and of the resolutions of July 14 and 22 and of August 9 of the Security Council.

UNESCO and Adult Education *

SECOND WORLD CONFERENCE

THE SECOND World Conference on Adult Education, sponsored by the United Nations Educational, Scientific and Cultural Organization and held at McGill University, Montreal, from August 22 to 31, 1960, took as its subject "Adult Education in a Changing World." This meeting was held in Canada at the invitation of the Canadian National Commission for UNESCO and with the agreement and support of the Government of Canada, in accordance with a resolution adopted at the tenth session of the UNESCO General Conference in Paris in November 1958. Some 200 delegates and observers from 49 countries and 46 international organizations were in attendance.

The Canadian delegation was led by Senator Donald Cameron, President of the Canadian Association for Adult Education, and included Dr. J. Roby Kidd, Director of the Canadian Association for Adult Education, Professor Napoléon LeBlanc, Director, Centre de culture populaire, Laval University, and Mr. Marc Thibault, Supervisor of Adult Education and Public Affairs Broadcasts, Canadian Broadcasting Corporation.

Conference Background

In June 1949, UNESCO convened its first international conference on adult education at Elsinore, Denmark. Delegates from 27 member states and 21 international non-governmental organizations participated in that conference, which recommended the establishment of a Consultative Committee on Adult Education to advise UNESCO in the planning and execution of its adult education programme. At the same time, the conference made general proposals to encourage the development of adult education in member states and to define UNESCO'S role in such programmes.

In 1957, the Consultative Committee, taking into account the rapidity of economic and social change, which affected the perspectives and content of adult education, and noting that the number of member states of UNESCO had increased considerably and was likely to increase further, recommended that a Second World Conference on Adult Education be convened in 1960. Accordingly, the Montreal conference was planned to survey the work done by UNESCO in the field of adult education since the Elsinore conference; to study ways and means of making effective use of adult-education facilities for the attainment of UNESCO'S aims, particularly in relation to UNESCO'S Major Project for the Mutual Appreciation of Eastern and Western Cultural Values; to consider whether a world adult

*By Lewis Perinbam, Associate Secretary, Canadian National Commission for UNESCO.

education association should be established to facilitate international co-operation and exchanges in this field, or whether to entrust UNESCO with such activities; to study ways of providing out-of-school education for adults; to examine how new techniques could be effectively applied to adult education; and to consider the relation between educational work for young people and adult-education programmes.

Conference Organization

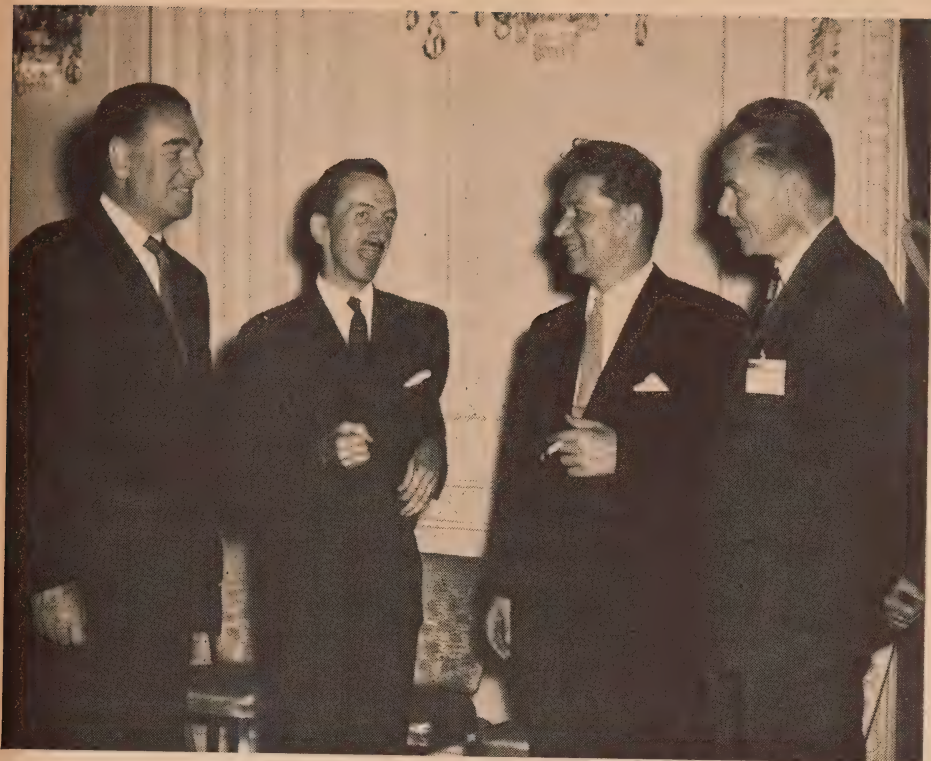
The Conference was organized by the Canadian National Commission for UNESCO in co-operation with the UNESCO Secretariat, Paris, and with the advice and help of the Canadian Planning Committee, which included representatives from the Canadian Association for Adult Education, L'Institut canadien d'éducation des adultes and the Department of External Affairs. A committee under the Chairmanship of Mr. G. A. Grimson, Comptroller of McGill University, assumed responsibility for local arrangements and for the reception and accommodation of the delegates. Among other national agencies that assisted the Canadian Planning Committee were the National Film Board and the Canadian Broadcasting Corporation.

Functions in honour of the delegates included a reception and dinner given by the Mayor of Montreal on August 22, a reception offered by the Principal and Board of Governors of McGill University on August 23, a banquet given by the government of Quebec on August 25, when Premier Jean Lesage addressed the delegates; and a dinner given by the Government of Canada on August 30 at which Postmaster General Hamilton acted as host. Delegates also received many invitations from local service clubs and organizations.

In addition to the main conference, and in order that foreign delegates might be able to meet Canadians and become familiar with the work of various Canadian voluntary organizations, a number of subsidiary programmes were arranged. These included conferences on: "residential" adult education, held from August 11 to 20, at Port Elgin, Ontario; the use of films, radio and television in adult education, held in Montreal, September 1 to 4; university extension, held at Syracuse University, September 3 to 8; the teaching of workers about the ILO and its work, held at Ste-Agathe from August 21 to September 2; and a meeting of the Adult Education Committee of the World Confederation of the Organizations of the Teaching Profession, held at Macdonald College, Quebec, August 18 to 21. These special programmes were available to all delegates from abroad and enabled them to meet those engaged in various aspects of adult education in North America.

Proceedings

The conference was formally opened on August 22 in Moyse Hall, McGill University, by the Principal and Vice-Chancellor, Dr. F. Cyril James, who acted as chairman of the inaugural session and welcomed the delegates. He was followed



— Federal Newsphotos of Canada

Canada's Postmaster General William Hamilton with officers of the Second UNESCO World Conference on Adult Education. Left to right: Mr. Jean Thomas, Assistant Director-General of UNESCO; Mr. Hamilton; Mr. Mikhail Kashin, Conference Vice-President and Vice-Minister of Education of the U.S.S.R.; Dr. J. Roby Kidd, Conference President and Director of the Canadian Association for Adult Education.

by Dr. N. A. M. MacKenzie, President of the Canadian National Commission for UNESCO, Dr. Léon Lortie, Councillor, representing the City of Montreal, and Mr. Léon Balcer, Solicitor-General, who represented the Government of Canada.

On behalf of Dr. Vittorino Veronese, Director-General of UNESCO, Mr. Jean Thomas, Assistant Director-General of UNESCO, drew attention to the significance of the conference. He noted that it was being attended by many more countries and organizations than the first one held in 1949 and that this was a proof of its world-wide character. He added that adult education had assumed a new importance owing to the rapidity of technological and scientific advances and the fact that many countries had recently attained political independence. Educators, particularly those concerned with the education of adults were, therefore, confronted with new and ever-increasing responsibilities.

Dr. J. Roby Kidd was elected conference president. The vice-presidents elected were Madame B. W. Dukuly (Liberia), Dr. F. Adams (Venezuela),

Mr. M. Kashin (U.S.S.R.) and Mr. Men Chhum (Cambodia). Mr. André Basdevant (France) was elected rapporteur. Mr. Richard Attygalle of the UNESCO Secretariat acted as secretary-general of the conference, and Mr. Lewis Perinbam of the Canadian National Commission for UNESCO served as associate secretary-general.

In accepting appointment as conference president, Dr. Kidd pointed out that the conference had only 10 days in which to discuss the problems and changes that had occurred since the Elsinore meeting some 10 years earlier. He suggested that wisdom, a spirit of understanding and a bold imagination were needed, if the conference was to achieve sound results. He added that, "in this age, we must be determined that no one shall starve for either ideas or bread".

At three plenary meetings, the conference heard addresses on various aspects of adult education. Mr. J. C. Mathur, Director of All-India Radio, spoke on "Mass Communication and the Education of Adults in a Changing World". Mr. Charles H. Barbier dealt with the "Responsibilities of the Adult Educator in a Changing World", and Monsignor F. J. Smyth, Director of the Coady Institute, St-Francis Xavier University, Antigonish, Nova Scotia, discussed "Social Sciences and Adult Education".

The main work of the conference was done by three commissions, established under the following heads: (1) Role and content of adult education, (2) Methods of adult education, and (3) Structure and organization of adult education.

Recommendations

At the final sessions on August 30 and 31, the conference reviewed the resolutions recommended by the commissions. Calling on governments to make adult education an integral part of national systems of education and of economic development programmes, especially in the developing countries, the conference was unanimous in expressing the urgency of extending education to all men and women, and noted that, owing to the rapidity of technological change and the consequent weakening of traditional cultures, people were likely "to become bewildered, resentful and hostile" when confronted with changes they did not understand. The resolutions adopted unanimously included the following:

1. The conference urges governments to regard adult education not as an addition but as an integral part of their national systems of education.
2. Economic development programmes, both bilateral and multilateral, through the United Nations and the Specialized Agencies, should include adult education, in order to prepare the minds of people to receive the benefits, and participate actively in improving their own conditions.
3. Recognizing that the nature of government participation in adult education will vary according to the different stages of development and educational traditions in countries, this conference nevertheless affirms that it is the duty of governments to create the conditions, both financial and administrative, in which satisfactory adult education can be carried on.

4. The conference urges governments to encourage the development of voluntary organizations, since without the freedom, the creative resources, and the experimental approach which should characterize such bodies, an essential element in the education of adults is lacking.
5. The conference urges all member states to make provision for the necessary facilities — for example, payment of salaries and expenses for travel and subsistence — to enable adults in all occupational groups to participate in the adult education, vocational, civic, social and cultural.

An important contribution to the conference was made by the Canadian delegation through its initiation and support of a resolution introduced by its leader, Senator Donald Cameron, which proposed that:

Recognizing the importance of adult education in a world of rapid change, this conference urges all member states of UNESCO to invest a higher proportion of their resources in the development of adult education; it regards such development as an urgent and important factor which would itself contribute to the promotion of world peace and understanding;

Recognizing that the successful achievement of world disarmament would release substantial resources for peaceful purposes, it calls upon all nations to work towards this desirable end.

Introducing this resolution, which was adopted unanimously, Senator Cameron prefaced it with the following statement:

Canadians yield precedence to no one in their conviction that it is the responsibility of all peoples, in every country, to bend every effort to ensure that the world may be spared the insanity of another war. International conflict is the negation of everything that adult educators the world over are striving for

The Conference also approved a formal declaration on adult education, which is quoted in full below:

“The destruction of mankind and the conquest of space have both become technological possibilities for our present generation. These are the most dramatic forms of technological development, but they are not the only ones. New industrial methods, new means of communication are affecting all parts of the world; industrialization and urbanization are overtaking areas that twenty years ago were rural and agricultural. Nor are the changes which are going to fashion the pattern of our lives during the remainder of this century only in technology. In great areas of the world the population is increasing fast, new national states are emerging, and much of the world has become divided, within the last few years, into rival camps. Every generation has its own problems. In sober fact no previous generation has been faced with the extent and rapidity of change which faces and challenges us.

“Our first problem is to survive. It is not a question of the survival of the fittest; either we survive together, or we perish together. Survival requires that the countries of the world must learn to live together in peace. ‘Learn’ is the operative word. Mutual respect, understanding, sympathy are qualities that are destroyed by ignorance, and fostered by knowledge. In the field of international understanding, adult education in today’s divided world takes on a new importance. Provided that man learns to survive, he has in front of him oppor-

tunities for social development and personal well-being such as have never been open to him before.

"The rapidly developing countries in Asia, Africa and Latin America have their own special problems. For them, adult education, including education for literacy, is an immediate need, a need so overpowering that here and now we must help adult men and women to acquire the knowledge and the skills that they need for the new patterns of community living into which they are moving. These developing countries have few immediately available resources, and great demands on them.

"The countries who are better off have an opportunity of helping those who are poorer; they have the opportunity of performing such an act of wisdom, justice and generosity as could seize the imagination of the whole world. With their help illiteracy could be eradicated within a few years, if, preferably through the UN and its agencies, a resolute, comprehensive, and soundly planned campaign were undertaken. We believe profoundly that this is an opportunity which ought to be seized.

"But it is not only in the developing countries that adult education is needed. In the developed countries the need for vocational and technical training is increasingly accepted, but this is not enough. Healthy societies are composed of men and women, not of animated robots, and there is a danger, particularly in the developed countries, that the education of adults may get out of balance by emphasizing too much vocational needs and technical skills. Man is a many-sided being, with many needs. They must not be met piecemeal and in adult education programmes they must all be reflected.

"Those powers of mind and those qualities of spirit which have given to mankind an abiding heritage of values and judgement must continue to find, in our changing patterns of day-to-day living, full scope for nature flowering in an enriched culture. This is nothing less than the goal of adult education.

"We believe that adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed. Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary, part of the educational provision of every country."

Conclusion

It will be evident that the Second World Conference on Adult Education achieved a wide measure of agreement on many vital issues concerning adult education and the ways in which international co-operation might be developed most effectively in this field. That unanimity was reached by a gathering so diverse that it was estimated to speak a total of 109 languages was a remarkable tribute to the delegates and reflected the spirit that animated the discussions; equally important, it justified, in itself, the faith and expectations of UNESCO in holding this conference. The delegates were quick to realize, too, that the work

of the conference did not end with the final plenary session but marked an important turning point in the growth and progress of adult education and opened up many new opportunities for the future. Whether hopes and aspirations expressed by the conference are fulfilled and find expression in constructive schemes will depend, in large measure, on the efforts of the delegates on their return to their homes. In this respect, the challenge to Canada will be no less than that facing all the countries and organizations represented at Montreal.



Corrigendum

Volume XII, No. 9, September 1960, p. 787, final sentence: for "an Austrian subject" read "a British subject".

GATT Tariff Conference 1960-61

THE multilateral tariff-negotiating conference that opened in Geneva on September 1 under the rules and auspices of the "General Agreement on Tariffs and Trade" (GATT) is one of the most important trade conferences in which Canada has participated in recent years.

Four major sets of multilateral tariff concessions have already been negotiated under the GATT: at Geneva in 1947; Annecy, France, in 1949; Torquay, England, in 1951; and Geneva, in 1956. The new conference derives its special importance not only, as in preceding meetings, from the extent of the tariff concessions that may result and the stimulus they can give to international trade but from the additional circumstance that it offers an opportunity of resolving, or at least mitigating, through reciprocal concessions on a GATT-wide, most-favoured-nation basis, some of the concrete problems of trade discrimination arising from the establishment of the European regional groupings, the six-member European Economic Community (EEC) and the seven-member European Free Trade Association (EFTA).

When the United States proposed the conference, in October 1958, in what were known as the "Dillon Proposals", the negotiation of reciprocal concessions with the EEC countries, "the Six", on the basis of their common external tariff was regarded as one of the major purposes of the new conference. To this end, the United States Administration had obtained authority, in the Trade Agreements Extension Act of 1958, to participate in multilateral tariff negotiations and to grant concessions in the United States tariff (not exceeding 20 per cent for any item and subject to certain exceptions).

Since that time, there have been a number of developments that are likely to have an important bearing on the conference. In 1959, following the failure of the negotiations concerning a Europe-wide free-trade area, a convention establishing a European Free Trade Association, comprising the United Kingdom, Sweden, Norway, Denmark, Switzerland, Austria and Portugal, (known as the "Outer Seven"), was negotiated and brought into force. At the end of 1958, the major European trading currencies were made fully convertible on external account, and since then the external trade and reserves position of the European countries has, in most cases, continued to improve. There has been evidence of concern in Europe over the possibility of a trade rift between the EEC "Six" and the EFTA "Seven" and of a desire on the part of some countries to negotiate a long-term settlement between the two groups. The GATT Tariff Conference offers an opportunity to find solutions to some of the problems involved of such a kind as will promote the growth of international trade and benefit all GATT countries.

First Phase

The GATT tariff conference involves two main phases. The first phase, from September 1, 1960, to the end of 1960, will be devoted mainly to negotiations with the member states of the EEC concerning their proposed common external tariff.

The GATT contains explicit rules regarding the formation of customs unions such as the EEC. It recognizes that the alignment of the national tariffs on a common tariff entails both increases and decreases in individual rates of duty in the constituent countries. In some cases, the increases required to establish the common EEC tariff concern items that have been "bound" against increase in previous GATT tariff negotiations. In accordance with procedures, under the Agreement renegotiations of such "bound" duties are necessary to restore the balance of concessions with other GATT countries, either through the granting of new concessions in the common tariff or, should this prove impossible in some cases, through equivalent withdrawals of concessions by other contracting parties.

Another major GATT requirement is that the level of the common tariff in a customs union should not, on the whole, be higher than the general incidence of the duties applied by the individual countries before they form a customs union. In other words, the formation of a customs union is not to be accomplished by the general increase of tariffs and other trade restrictions towards the outside world. The first phase of the conference will be largely concerned with renegotiations with the EEC countries and with the determination whether the common external tariff of the EEC, as it emerges from the renegotiations, meets the requirements of the GATT.

It will also offer an opportunity for other GATT countries to renegotiate individual "bound" rates of duty that they feel obliged to alter owing to changing circumstances.

Second Phase

The second phase of the conference will be largely taken up by negotiations among contracting parties for new tariff concessions; it will include negotiations with the EEC for concessions in its new common external tariff. This stage will, therefore, provide a further "general round" of tariff negotiations on the same lines as those undertaken in 1947, 1949, 1950-51 and 1956.

At the same time, as was the case in the earlier "general rounds" of negotiations, countries intending to accede to the General Agreement and so become contracting parties will negotiate for the reduction and "binding" of duties contained in their customs tariffs. Upon accession to the GATT, such countries are entitled to receive most-favoured-nation treatment from other contracting parties and thus to enjoy automatically the benefit of the thousands of concessions negotiated by other countries since 1947. In return, the new members are expected to offer a fair and reasonable "entrance fee" in the form of concessions in their own tariffs.

Most GATT countries, including major trading countries such as the United States, the United Kingdom, the members of the EEC, Japan, Australia, New Zealand and Canada, are participating in the present conference. The importance attached to it by the Canadian Government was underlined by the selection of a distinguished civil servant, Mr. Hector B. MacKinnon, former Chairman of the Tariff Board now retired, and a veteran of many GATT tariff conferences, to head the Canadian delegation. The delegation also includes Assistant Deputy Ministers of the Department of Finance and Trade and Commerce, A. F. W. Plumptre and J. H. Warren, and other senior officers of the several departments concerned.

Opening Session

The inaugural plenary session of the conference was devoted to general statements of policy by senior spokesmen from many of the participating countries, including a number of ministerial representatives who had come to Geneva for this occasion. Canada's interest in the conference, particularly the negotiations with the EEC countries that will occupy its first phase, were described by the chairman of the Canadian Delegation, Mr. H. B. MacKinnon, in the following words:

" . . . The series of conferences opening today, including the coming seventeenth session of the contracting parties, will be a good deal different from any of those which have preceded it. The latter — and particularly the 1947 negotiations in Geneva and those of 1950 in Torquay — were significant achievements in international trade co-operation; the world moved from bilateralism to multilateralism.

"But this is another day; new and different problems in the sphere of economic and commercial policy have arisen. Some of them present quite novel aspects of considerable complexity and difficulty. We are here to deal with a number of these in the months to come. Many of the most difficult matters we shall have to discuss arise from decisions to work together on a regional basis and to intensify economic co-operation within particular groups of countries.

"With the marked improvement in financial position of many of the important trading countries over the past decade; with the welcome, though not yet complete, abolition of discrimination and quantitative restrictions, tariffs are again playing a more significant role in regulating trade. It is right to emphasize, as speakers before me have done, the importance of the new round of tariff negotiations that is to begin next January. However, the work with which we shall be concerned before the New Year, particularly the renegotiation of tariff bindings of the members of the European Economic Community, is of critical importance.

Access to The Six

"Canada has on many occasions expressed its sympathy with and understanding of the economic and political objectives of the European Economic

Community. A liberally-oriented EEC should provide an expanding market to other countries. In this connection, my Government has welcomed the Community's declaration that it wishes 'to pursue *vis-à-vis* non-member countries . . . a liberal policy which takes their anxieties into account.' We have to examine that essential feature of the new Community — the common tariff, which is to replace the present national tariffs. We must consider whether the present terms of access to the markets of The Six, paid for with concessions by contracting parties, are to be maintained under the proposed common tariff. If not, ways must be found of restoring the balance of mutual advantage. A number of countries depend for their export income on a narrow range of products and it is what happens to these particular products that matters to them; no theoretical argument as to the general incidence of the common tariff can meet their legitimate concerns.

Agricultural Exports

"Trade in agricultural products is of particular concern to Canada, since it represents more than 40 per cent of our exports to the member states of the Community. In many important instances, tariffs on agricultural products may have little meaning in view of other measures applied or envisaged by the six member states to regulate agricultural imports. We shall have to consider this sector very carefully; my Government believes that it is important that a satisfactory settlement be reached providing reasonable and known terms of access to the Community for agricultural products. It is inconceivable that a satisfactory balance of concessions between The Six and agricultural exporters can be found unless the ECC is prepared to assume and implement meaningful obligations in this vital sector of international trade.

"The Canadian Delegation has been sent here to assist in making this a constructive and successful conference. That is not to say that we anticipate no difficulties, for indeed we do. We have important trading interests in Europe, and beyond Europe; we are here to protect and to further those interests.

"A great deal of goodwill and labour will have to go into the work of the next few months if the renegotiations are to be successful and if the access to which other countries are entitled in the markets of The Six under the Agreement is to be assured and — as we hope — enlarged. We must address ourselves with diligence and care to the problems that lie ahead — problems that, if they are to be resolved, will demand from all delegations much reasonableness and much understanding of our mutual interests."

LIST OF THE CONTRACTING PARTIES TO THE GATT

Australia	Burma	Cuba	Finland
Austria	Canada	Czechoslovakia	France
Belgium	Ceylon	Denmark	Federal Republic
Brazil	Chile	Dominican Republic	of Germany

Ghana	Japan	Nicaragua	Sweden
Greece	Luxembourg	Norway	Turkey
Haiti	Federation of Malaya	Pakistan	Union of South Africa
India	Kingdom of the	Peru	United Kingdom
Indonesia	Netherlands	Federation of Rhodesia	United States
Italy	New Zealand	and Nyasaland	Uruguay

Note: The following countries have acceded provisionally: Israel*, Switzerland, Tunisia*
The following countries participate in the work of the GATT under various arrangements: Cambodia*, Portugal*, Spain*, Yugoslavia.

*These countries will be participating in the tariff conference with a view to full accession.

Canada and Iceland

EARLIER this year it was agreed to raise the status of Canadian and Icelandic diplomatic representation to the ambassadorial level. On Monday, June 20, in Ottawa, His Excellency Thor Thors presented to the Governor General his letters of credence as Ambassador Extraordinary and Plenipotentiary of Iceland to Canada and on Monday, July 4, in Reykjavik, His Excellency R. A. MacKay presented his credentials as Canadian Ambassador to Iceland. It is fitting, on the occasion of this further demonstration of the good relations existing between the two countries, to review briefly the history of Canadian-Icelandic relations during the past 90 years.

Norse Discoverers of Canada

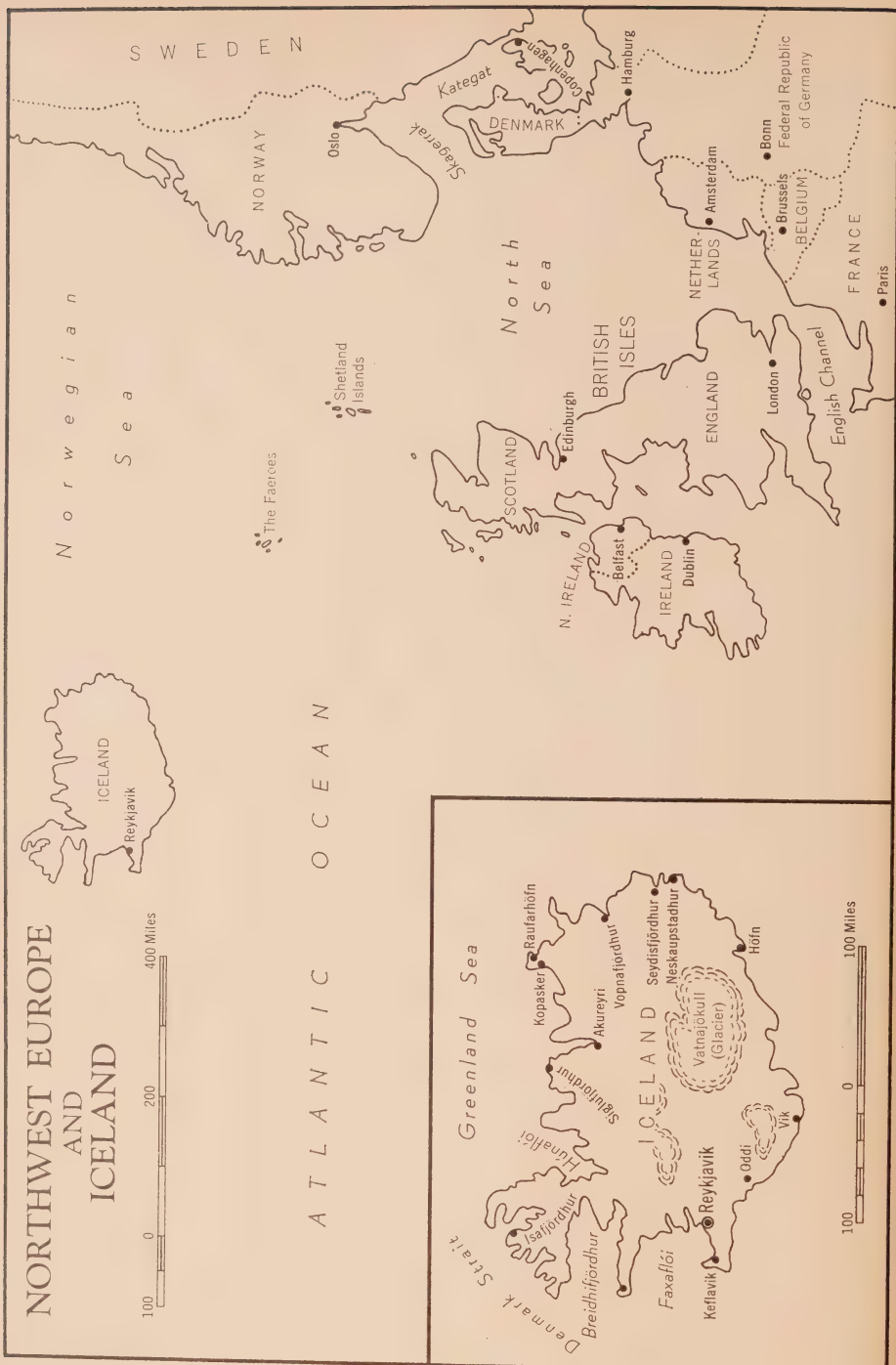
Of course, to be quite correct, this history is much longer. It is almost certain that Canada was discovered by an Icelanders, Leif Eriksson, in the year 1000, just after the Icelanders had colonized Greenland. Others appear to have followed him. Indian hostility precluded settlement in Markland (perhaps Newfoundland or Nova Scotia) and Vinland (perhaps Nova Scotia or Cape Cod), but timber continued to be fetched from the shores of the New World for the Greenland colonies, until their sudden decline in the fourteenth century. Where originally did these hardy seafarers come from?

Iceland is an island consisting of some 40,000 square miles of volcanic mountains, glaciers and hot springs, which lies just below the Arctic Circle in the same latitude as Nome (Alaska) and southern Baffin Island. However, it is warmed by the Gulf Stream and therefore enjoys a damp and relatively warm climate. During this century it has apparently once again become warmer, as it was in 870 A.D., when it was first settled by Norsemen from Norway and, adding a Celtic admixture, from northern Great Britain. At that time the island was sparsely forested, but today it is almost devoid of trees.

History of Iceland

From Iceland colonies were later established in Greenland. A parliament, the Althingi, which is the world's oldest known democratic assembly of its type, was first held in 930 A.D., and in 1262 the country linked itself by treaty with the king of Norway. When in 1387 all the Scandinavian countries were united under the Danish king, Iceland also accepted his rule. It remained in a personal union with Denmark until 1944.

In the intervening centuries, however, the island fell upon difficult times. The population, which is estimated to have been between 70,000 and 80,000 at the end of the eleventh century, was greatly reduced by various natural disasters such as the Black Death, which between 1402 and 1404 took the lives of two



out of every three inhabitants. At the beginning of the eighteenth century, there were 50,000 inhabitants but hardship and famine, in part due to the unfavourable climatic cycle through which Northern Europe was then passing, further reduced their numbers. The population increased once again during the nineteenth century and by 1870 some of the younger men of the island were prepared to venture abroad in search of a better living.

First Icelandic Settlers in Canada

The first four emigrants from the island came to the Province of Quebec in that year en route to Wisconsin, where they settled. In 1872 Captain Sigtryggur Jonasson, who eventually became a member of the Manitoba legislature, followed them, but, instead of going on to Wisconsin, spent the winter in the Muskoka area of Ontario. Being favourably impressed, he persuaded a further party of 365 Icelandic immigrants to join him in that area in 1874. They were in turn joined by another group that had originally settled in Tangier, near Halifax. In the following year, 1875, these two groups decided, for a number of reasons, to try their luck further west and established a colony on the shores of Lake Winnipeg in an area that was then part of the Northwest Territories. They named their settlement Gimli (literally, "Lee-of-Fire"; the ultimate Norse heaven). The Governor General of the day, Lord Dufferin, whose book on Iceland, *Letters from High Latitudes*, had appeared in 1857, visited the colony in 1877 during his historic western tour and made them a speech of welcome. From 1878 to 1887 their colony, known as New Iceland, remained a self-governing republic under a constitution granted because of the almost complete absence of administration in the Territory of Keewatin, in which it lay and which had been created in 1876. Its inhabitants spread to Winnipeg, Selkirk and even to the Pacific coast south of Vancouver. In 1886, the Canadian Government appointed B. L. Baldwinson as an immigration agent to encourage Icelandic migrants to settle in Canada. He was responsible for bringing, in all, some 7,000 immigrants into Manitoba from Iceland. Meanwhile, conditions on the island had continued to improve and, from 1920 until the present, the number of immigrants to Canada from Iceland has been negligible. (During the period from January 1951 to June 30, 1959, only 360 came to this country.) The original colony, however, continued to thrive and to expand and today it is reckoned that there are at least 26,000 Canadians of Icelandic descent, of whom over half live in Manitoba, while most of the rest also live west of Quebec. This is the only Icelandic community of any size outside Iceland itself, the population of which today is about 175,000.

Artistic Accomplishment

Icelanders have led all the Scandinavian communities in Canada in contributions to the arts and to the learned professions. As inheritors of one of the great medieval literatures, that of the Eddas and the sagas, the Icelandic Canadians have made their chief artistic contribution in the literary field. Because of their

comparative isolation, the language spoken and written in Iceland today and by Canadians of Icelandic descent still closely resembles that in use when the island was first colonized in the ninth century. Since it has long been one of the world's most literary nations, all share actively in their literary heritage. The late Stephan G. Stephansson, who made his living as a farmer in Alberta from 1889 until his death in 1927, was given a national reception on a visit to Iceland in 1917, as one of the great poets of modern times. A surprising number of Prairie farmers and even farm labourers have published lyrics of high quality, a few of which have been translated into English by Professor Watson Kirkconnell of Acadia University. Laura Goodman Salverson, who in her novels has depicted the early Icelandic settlements in Canada, has been a winner of several Governor General awards.

Among other Icelandic Canadians of prominence, Vilhjalmur Stefansson, who was born in New Iceland but brought up in the United States, exemplifies the spirit of exploration that led the original Norsemen to establish their homes literally on the rim of the New World, while Senator Thorwaldson and the Honourable J. T. Thorson, a former Cabinet Minister who is now President of the Exchequer Court of Canada and the Honorary President of the International Commission of Jurists, are examples of the accomplishment of Iceland Canadians in other fields.

Iceland-Canada Diplomatic Relations

Although the link between Iceland and Denmark was retained until the Republic was proclaimed on June 17, 1944, the Icelandic foreign service was created overnight on April 10, 1940, when the Germans invaded Denmark. Legations were shortly opened in London, Washington and Stockholm, but it was not until January 1948 that Iceland accredited her first Minister to Canada (Mr. Thor Thors). Early in 1949, Edward Garland, the Canadian Minister in Norway, was appointed concurrently as the first Canadian Minister to Iceland. On March 30, 1949, Iceland ended a long tradition of neutrality by joining NATO. However, until this year, it was, with the exception of Luxembourg, the only NATO member with which Canada did not exchange ambassadors. Mr. MacKay, the new Canadian Ambassador to Iceland, is also Ambassador to Norway, but, as Canada's Minister to Iceland, has been able to pay periodic visits to Reykjavik, the most recent of which was in July of this year, when he presented his credentials. In his absence, Canada's interests in Reykjavik are handled by the Honorary Consul-General, Hallgrimur F. Hallgrimsson.

Icelandic Ambassador

His Excellency Thor Thors, Iceland's Ambassador to Canada, resides in Washington. Besides representing Iceland in this country, he is also his country's representative to the United States, Brazil, the Argentine and Cuba — his mission stretching virtually from the North Pole to the South. He arrived in Washington

in 1948 and became Ambassador to the United States in 1955, although, as we have seen, he remained Minister to Canada until this year. Mr. Thors was born in Reykjavik in 1903. He received a degree in law at the university in Reykjavik in February 1926, and continued his studies in international law and economics at Cambridge University and the Sorbonne. He was a member of the Althingi from 1933 to 1941 and was Consul-General of Iceland in New York from 1940 until his appointment as Iceland's first Minister to Washington in 1948. Aside from the other diplomatic posts which we have mentioned above, Mr. Thors is also Iceland's permanent delegate to the United Nations and has represented his country at numerous international conferences.

External Affairs Inspection Service

ONE of the main problems confronting the Department of External Affairs, with its decentralized and far-flung operations, is how to maintain effective liaison between headquarters in Ottawa and missions abroad. Even with modern means of communication, the distances separating missions from the policy-making centre tend to interfere with the implementation of both political and administrative objectives. Members of the service at posts abroad may feel, after periods of absence from Canada, that they are getting out of touch with developments affecting Canadian foreign policy and with decisions and immediate requirements that may have an influence on departmental administration. In Ottawa, it is difficult to assess a mission's operations objectively without first-hand knowledge of the local situation, and it is not always possible to evolve the most efficient and the fairest administrative regulations on the basis of limited knowledge of the wide variety of conditions obtaining at each of the Department's 63 offices abroad. The morale of the personnel of the Department is also an important element in the efficiency of its operations, yet problems of this nature are particularly difficult to solve at long distances.

Postwar Problems

The need to expand the opportunities for close liaison between posts and headquarters became particularly apparent during the Department's postwar period of accelerated expansion, when informal methods, appropriate to a small service, became outdated. As a result of this expansion, there were, on the one hand, an ever-increasing volume of economic, political and consular reporting from missions and, on the other, a corresponding need for direction from Ottawa to ensure that such reports would be edited to meet departmental requirements. The expansion in the number and variety of posts was accompanied by a corresponding increase in the number of foreign service personnel at home and abroad and in the volume and variety of administrative problems to be handled.

As early as 1947 the Department instituted an *ad hoc* system of visits to certain posts by senior officers, who were asked to study local problems and to give advice as to possible solutions. Later, liaison teams made up of departmental personnel temporarily seconded for the purpose and experts from other government departments were sent to visit posts in different geographical areas. It was not until 1956, however, that availability of staff permitted the establishment of a permanent Inspection Service, with continuing responsibility for liaison visits. The work of this Service can be outlined in general terms as follows:

- (a) To arrange for periodic visits to posts abroad of liaison teams so that the work and performance of each post in all its aspects — political,

functional, representational and administrative — may be reviewed in relation to departmental requirements;

- (b) To recommend the composition of liaison teams, to provide personnel for these teams, and to be responsible for their briefing;
- (c) As a result of the liaison visits, to make recommendations for a more efficient and economical operation of the service, and to follow up on the implementation of these recommendations if they are approved.

Schedule of Inspection Visits

Early in 1956 a start was made on a systematic coverage of External Affairs posts abroad, and by the end of 1959 all posts in existence at that time had been visited at least once by a liaison team. The present schedule of visits calls for the sending of a liaison team to each post every three years. Liaison tours are systematically arranged to various parts of the world in turn and seven or eight posts are covered in the course of a tour of average length.

Liaison Teams

The Inspection Service is a small unit headed by a senior foreign service officer, who normally serves as a member of a liaison team. Liaison visits to posts abroad are seldom, however, purely an External Affairs exercise. Close co-operation with the Department of Trade and Commerce has existed from the beginning, and several liaison teams have included a representative of that Department, whose duty it is not only to examine the Trade and Commerce operations at the post but to discuss problems of common concern to the two departments. A number of other government departments in Ottawa are also closely associated with and have a continuing interest in the operations of the foreign service, particularly in the administrative field. Representatives of, for example, the Civil Service Commission and the Treasury Board have been liaison team members on a number of occasions and have thus been given an opportunity to study at first hand questions which later may come before these agencies for decision.

Preparing for Inspection Tour

One of the first steps in the preparation for a liaison tour is an approach to other interested government departments with a view to obtaining at least one outside member for the liaison team. At the same time, the missions to be visited are asked to propose specific questions they would like to discuss with the team, and divisions in the Department of External Affairs in Ottawa are similarly asked to provide briefing notes on matters that may or should come up during the visit to each post. The time the liaison team will spend at the post varies according to the size of the office and its problems. In general, visits range in length from two or three days at one or two officer posts to a week or ten days at larger centres such as London or Washington.

It is of course difficult for the members of the liaison team to form an objective assessment of the situation at a post after only a limited period of exposure. No hard and fast rules are laid down to govern the team's method of operation. Experience has shown, however, that it is useful and important to establish contact with all Canadian members of the staff by a series of personal interviews soon after the team's arrival at the post. These interviews are often extended to include some or all members of the locally-engaged staff and provide an opportunity not only for a discussion of personal problems but also for the team members to form an accurate picture of the post's activities. Subsequently the liaison team, either individually or collectively, turns its attention to all respects of the post's operations, e.g., its reporting functions, consular and information work, and office administration. Out of this examination of specific aspects of the mission's work and discussions with the head of mission may come recommendations regarding changes in method, increases or decreases in staff, rearrangement of duties or other steps designed to help or to improve the post's operations. On their return to Ottawa the External Affairs members of the liaison team outline their findings in a report to the Under-Secretary and make whatever recommendations they may consider necessary. A copy of this report is sent to the head of mission concerned for his information and its contents are brought to the attention of the interested divisions in the Department.

The role of the Inspection Service is essentially an advisory one and its officers have no executive authority to put liaison team recommendations into effect. They do, however, have a follow-up responsibility and their close liaison with other divisions in the Department provides ample opportunity not only to discuss the feasibility of their recommendations but also to make the first-hand knowledge gained from the liaison tours available when required. The recommendations of a liaison team sometimes result in the immediate solution of a particular personnel or other problem. These immediate benefits are important, particularly from the point of view of morale. The long-term advantages of a well-planned programme of liaison visits are perhaps responsible, however, for the greatest benefit to the Department, its posts abroad and to the members of the foreign service. Periodic visits to a wide variety of Canadian missions, many of them operating under totally different conditions, provide an excellent opportunity to compare problems and their solutions, to discuss departmental policy with those responsible for its implementation in the field and to lay the ground work for improvements in departmental procedures and regulations. Thus, in terms of both immediate problems and long-term planning, the Inspection Service plays an important part in the administration of the Department of External Affairs and the implementation of Canadian foreign policy.

APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. T. F. M. Newton posted from the Canadian Embassy, Djakarta, to Ottawa. Left Djakarta September 1, 1960.
- Mr. Ph. J. Thibault retired from the Public Service effective September 1, 1960.
- Mr. C. S. Gadd posted from Ottawa to the National Defence College, Kingston. Left Ottawa September 1, 1960.
- Mr. C. E. Glover posted from Ottawa to the Canadian Embassy, Berne. Left Ottawa September 1, 1960.
- Mr. J. M. Touchette posted from Ottawa to the Middle East Centre for Arabic Studies, Shemlan. Left Ottawa September 1, 1960.
- Mr. A. D. Thackray posted from Ottawa to the Canadian Embassy, Mexico. Left Ottawa September 2, 1960.
- Mr. R. E. Collins posted from Ottawa to the Centre for International Affairs, Harvard University, Boston. Left Ottawa September 4, 1960.
- Mr. M. F. Yalden posted from the Canadian Delegation to the Disarmament Committee, Geneva, to Ottawa. Left Geneva September 6, 1960.
- Mr. J. R. Roy appointed to the Department of External Affairs as Foreign Service Officer 2 effective September 6, 1960.
- Mr. J. F. Hilliker posted from Educational Leave to duty in the Department effective September 6, 1960.
- Mr. E. J. Bergbush appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 7, 1960.
- Mr. G. F. Bruce posted from Ottawa to the Office of the High Commissioner for Canada, Colombo. Left Ottawa September 8, 1960.
- Mr. T. H. W. Read posted from the Office of the Canadian Commissioner, Port-of-Spain, to Ottawa. Left Port-of-Spain September 8, 1960.
- Mr. G. L. Morris posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi. Left Ottawa September 14, 1960.
- Mr. S. Grey posted from the Office of the High Commissioner for Canada, Karachi, to the International Supervisory Commissions, Indochina. Arrived Saigon September 15, 1960.
- Mr. R. J. Andrews appointed to the Department of External Affairs as Administrative Officer 3, effective September 16, 1960.
- Mr. D. R. Taylor posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa September 16, 1960.
- Mr. J. D. Wilson separated from the Department of External Affairs effective September 19, 1960.
- Mr. R. Duder posted from the Canadian Embassy, Tokyo, to Ottawa. Left Tokyo September 21, 1960.
- Mr. J. Asselin posted from the Canadian Embassy, Mexico City, to the Canadian Embassy, Washington. Left Mexico September 27, 1960.

Mr. S. W. Hubble appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 28, 1960.

Mr. J. D. Turner appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 30, 1960.

TREATY INFORMATION

Current Action

Bilateral

United Kingdom

Exchanges of Notes between Canada and the United Kingdom amending the Agreement for Air Services between and beyond the two countries signed at Ottawa August 19, 1949.
Ottawa, September 6, 1960.

Entered into force September 6, 1960.

United States of America

Exchange of Notes between Canada and the United States of America concerning the loan to Canada, for a five-year period, of the submarine USS Burrfish.

Washington, July 20, August 23 and 31, 1960.

Entered into force August 31, 1960.

Union of Soviet Socialist Republics

Protocol to renew the Trade Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics signed at Ottawa February 29, 1956.

Signed at Moscow April 18, 1960.

Instruments of Ratification exchanged at Ottawa,
September 16, 1960.

Entered into force September 16, 1960.

The Following Agreements have been Terminated:—

Canada Treaty Series 1941 No. 4. Exchange of Notes (October 28 and December 10, 1938) between Canada and the United States of America, concerning three arrangements respecting Radio Broadcasting Frequencies.

Canada Treaty Series 1948 No. 7. Exchange of Notes (December 24, 1947, and April 1 and 13, 1948) between Canada and the United States of America constituting an understanding as to the engineering standards applicable to the allocation of standard broadcasting stations in the band of frequencies extending from 540 to 1600 kilocycles.

Multilateral

International Labour Organization (Convention 105). Convention concerning the abolition of Forced Labour, adopted by the Conference at its fortieth session, Geneva, 25 June 1957.

Entered into force for Canada July 14, 1960.

EXTERNAL AFFAIRS

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The United Nations and Disarmament

DEBATE AT THE FIFTEENTH SESSION

As in previous years, discussion of the disarmament question occupies a prominent place in the proceedings of the General Assembly of the United Nations. No fewer than four items related to the subject appear on the agenda of the current session. The Assembly has also had to deal with an important question of procedure raised by Premier Khrushchov's suggestion that debate on the disarmament item proposed by the U.S.S.R. should take place in plenary session rather than, as is customary, in the First (Political) Committee.

Mr. Khrushchov's proposal was debated on October 11, and defeated by a vote of 62 (including Canada)-12-24. The Secretary of State for External Affairs, Mr. Green, spoke in opposition to the Soviet leader's proposal. As a result of the vote, the item on disarmament proposed by the Soviet Union was assigned, with the other three items relating to disarmament, to the First Committee for consideration. The text of Mr. Green's October 11 statements follows:

I DO NOT need to remind this Assembly that disarmament is the most important question facing us; in that regard, I agree with the statement to that effect made by Premier Khrushchov. Nor do I need to emphasize my country's serious concern for the earliest possible solution to this pressing problem.

Canada's nearest neighbours are the U.S.A. on the south and the U.S.S.R. to the north; in other words, we happen to live between the two nations which would be the main antagonists in a nuclear war. We are directly and vitally affected by any increase in world tension.

Under these conditions, it will be easily understood by all delegations why Canada is anxious to see a thorough discussion of all the disarmament items on the agenda.

Premier Khrushchov said in his remarks that the representatives of the Western powers do not find time for discussion of disarmament. This, I submit, is not an accurate statement. I believe that every member of this Assembly stands ready to discuss disarmament now.

Question of Allocation

The immediate purpose of the Assembly, however, is not to enter upon a substantive discussion of disarmament today but to consider a procedural question raised in the draft resolution submitted by the Soviet Delegation in Document

A/L/311. We are dealing here not with the merits of disarmament but only with the question of allocation. The U.S.S.R. is proposing that the UN General Assembly decide to allocate to plenary meeting the Soviet item on disarmament, which reads as follows: "Disarmament and the situation with regard to the fulfilment of the UN General Assembly Resolution 1378 (XIV) of November 20, 1959, on the question of disarmament".

The effect of the proposal now made by the U.S.S.R. would be to change the allocation made by the General Committee. After a thorough discussion, that Committee recommended, by a very decisive majority, that this item should be allocated to the First Committee. We believe such a recommendation to have been the correct one.

In the discussion in the General Committee and earlier in the meeting of the Disarmament Commission which took place in mid-August, the Canadian Delegation drew attention to the basic truth — and I point out today that this is the basic truth — that, if the deadlock in disarmament is to be ended, negotiations must be resumed. The key to the situation is negotiation. I suggest that the main task of the fifteenth UN General Assembly is to bring about negotiations, not just speeches but negotiations.

Disadvantages of Plenary Debate

The practical way to bring about a resumption of negotiations is by considering all the various disarmament items in the First Committee. Discussion there is more informal than in plenary session. Ideas can be more easily exchanged; questions can be asked and answers given spontaneously. The whole atmosphere is more conducive to reaching agreement.

Moreover, a debate on disarmament in plenary would merely be a repetition of the general debate which has been under way for nearly three weeks; practically every speaker in that general debate has dealt with the question of disarmament. What useful purpose will it serve to begin another general debate after the debate that has been going on for three weeks?

It is interesting to recall that one of the main arguments used in the General Committee in support of allocating this item to plenary was that heads of state would be taking part in the debate and that it would be inappropriate for them to do so in the First Committee. I could never understand why they could not appear in that Committee, but that was the argument. It was never a valid contention, and it certainly is meaningless now, with the last heads of state departing.

By the end of this week I predict that there will be no more heads of state in New York than you could count on the fingers of one hand. But, if they want to come back later in this session to consider the results of the First Committee's deliberations, there is no reason why that could not be arranged.

Then it should be remembered that this Soviet item is not the only one dealing with disarmament. Premier Khrushchov mentioned no other item on disarmament,

but his is not the only one. Yet an attempt is being made to single it out for discussion in plenary, leaving the others to the First Committee. Each one of these other items on disarmament is of equal importance. For example, the report from the Disarmament Commission of the UN contains the resolution adopted unanimously in that Commission less than two months ago, after a first-class discussion which lasted three days.

One paragraph in that resolution passed by the Disarmament Commission in August goes to the very heart of the problem now facing us in disarmament. That paragraph reads as follows: "The Disarmament Commission considers it necessary and recommends that, in view of the urgency of the problem, continued efforts be made for the earliest possible continuation of international negotiations to achieve a constructive solution of the question of general and complete disarmament under effective international control."

Indian and Irish Proposals

That is one key to the problem we are facing today. A third item connected with disarmament has been submitted by India, dealing with the suspension of nuclear and thermo-nuclear tests. Certainly, to all non-nuclear nations, including Canada, this resolution is of great importance. Our stand has been that there should be no more such tests.

The fourth disarmament item comes from Ireland, calling for the prevention of the wider dissemination of nuclear weapons. The aspect of the disarmament problem raised by that resolution has great urgency, for, if no agreement is reached on disarmament at an early date, it may be — it just may be — too late to stop the spread of such weapons.

It is our view that all four disarmament items, including the Soviet item, should be dealt with in the First Committee and should be the first business of that Committee. There is no reason why those discussions on disarmament should not start later this week. Such action holds the best hope of any progress being made on the disarmament question during the present session. I am sure that will be the case, because the Chairman of that Committee is our good friend and colleague, Sir Claude Correa.

Various Proposals Inseparable

Whether the four items are brought together under a single heading and discussed as a unit or remain separate items, I presume some latitude would be allowed in the discussion; for example, that a representative discussing the report of the Disarmament Commission would not be ruled out of order if he were to express his government's concern regarding nuclear tests. In any event, these four items are related — closely related. Their separation, at least for purposes of discussion, would be highly artificial — even though each item will probably give rise to a separate resolution — as has happened in other years. What would be the sense of discussing the Soviet item in plenary and the other disarmament items in Committee?

Canada is particularly interested in following up the resolutions of the Disarmament Commission, which urged the earliest possible continuation of international negotiations on disarmament. As a member of the Ten-Nation Disarmament Committee, we know that considerable progress was made during the sittings of that Committee.

Progress at Geneva

This is a fact which has not been generally recognized. However, it is clearly evident from a comparison of the original disarmament plans submitted in March by the two sides with those brought forward in June. The revised plan of each side clearly reflected an effort to meet the views of the other and brought the two sides appreciably closer to agreement on many points. The progress made in that Ten-Nation Disarmament Committee should not be thrown away. Today is no time for recrimination and I do not intend to stir up trouble, but I still do not understand why the Eastern five on that Committee decided to walk out of that Committee just as new Western proposals were about to be introduced. I have always thought that was a most unwise action.

In the course of the general debate, a number of suggestions have been made for improving the work of the Disarmament Committee. Canada, for example, has put forward the idea of providing a neutral chairman, and believes that other nations should be invited to assist with technical studies. The First Committee is the proper place to discuss all such suggestions.

Special Role of Non-Nuclear Powers

Every nation represented in this Assembly stands to gain by disarmament and that is particularly true of the non-nuclear powers. The very fact that the non-nuclear powers cannot defend themselves against the nuclear powers makes disarmament a matter of life and death for them. The situation of the non-nuclear powers today is intolerable. They have a special contribution to make in the discussion of this problem. I suggest that contribution can now best be made in the deliberations of the First Committee as that Committee addresses itself to the immediate task of finding a way for the resumption of disarmament negotiations.

There are so many constructive, worthwhile things to do in the world today, so much development is required in every nation in the world, so many peacetime problems to solve.

There is plenty to keep all nations busy, both large and small, without spending so much energy and wasting such vast resources on preparations for a nuclear war.

The key to unlock the door to this happier age is disarmament, and for disarmament negotiating is essential. I suggest that today there is no other road to relaxation of world tension.

On October 19, the first day of debate in the First Committee, Mr. Green gave a general outline of the Canadian position on disarmament. The emphasis of this statement was on the necessity of finding ways to bring about the earliest possible resumption of the disarmament negotiations interrupted in the Ten-Nation Committee on Disarmament at the end of June. The text follows of Mr. Green's First Committee address:

I have no wish in my statement today to re-open the arguments of the past. It seems to me that, for the time being, we must leave aside debates about which side has the better set of principles — important as they are, and I admit this importance — or which has the better plan for disarmament. The situation facing us is so serious that we must concentrate on the task of getting negotiations restarted. This is the prime responsibility of the First Committee at the present time.

Moreover, in approaching the problem of disarmament at this session, I suggest that we take our main guidance from the 28-power resolution adopted unanimously on October 17. Among other things, it urged that “immediate and constructive steps should be adopted in regard to the urgent problems” facing us. This extract was quoted this morning by the representative of the U.S.S.R., — but, even so, I think it worthwhile repeating.

Need for Concerted Action

The need for serious discussion and action on our part is greater than ever. Almost without exception, the statements made during the course of this fifteenth session of the United Nations General Assembly have underlined the urgency and the importance of concerted action to restart the disarmament negotiations and to facilitate progress in them. We have been reminded that on a solution to the disarmament problem may well rest the question of whether or not there will be a new world war, and I believe that no one in this room today doubts that this potential danger exists.

But many of those who wish to see disarmament achieved because they realize the awful consequences of not doing so, have not yet come to the equally important realization that successful negotiations will involve genuine compromise and balanced concessions from both sides, even though these may appear, in a short-term view, to involve some sacrifices.

It is this fact which must be realized and acted upon, before we can return, as return we must, to serious negotiations. Without this resolve, taken fully and consciously by all of us, no speech-making, no resolution, no change of negotiating bodies and no juggling of plans will have the slightest effect on the likelihood of real progress.

In his statement this morning, the representative of the U.S.S.R. took the position that, before negotiations begin, it is necessary to reach agreement. That is the real meaning of his assertion that unless the UN General Assembly agrees

on the basic principles of general and complete disarmament the cause of disarmament will not be benefited by the resumption of negotiations. In our view, the purpose of the negotiations is, in the first place, to find a basis for agreement and then go on to develop that agreement. That is why it is so essential to focus attention on the central problem of restarting negotiations, whether or not agreement is reached here on basic principles.

I have often expressed my conviction that the way to disarmament lies through serious negotiation — that is, hard bargaining about concrete measures, pursued in good faith, with patience and determination until an agreement is reached. The most recent attempt to negotiate disarmament agreements was made, of course, in the Ten-Nation Committee. In renewed disarmament negotiations, surely it would be wiser to capitalize on and consolidate such progress as was made in the Ten-Nation Committee than to start from the beginning all over again. For its part, Canada is ready now, today, to resume the work which the Ten-Nation Committee began in Geneva, because, as the representatives know, we happen to be a member of that Committee.

Defence of Ten-Nation Committee

It can hardly be said seriously that the Ten-Nation Committee is not suited for hard bargaining. It embodies essentially a “two-sides” conception; it brings face to face the powers possessing the most powerful weapons and having the most experience in disarmament negotiations. Whatever the shortcomings of the negotiations, and I admit that there were shortcomings, they cannot be blamed on the negotiating forum.

Unfortunately, in the Ten-Nation Committee the two sides have tended to talk at cross-purposes. In an effort to avoid this, the Canadian representative in the Ten-Nation Committee made several suggestions for concentrating the discussion on substantive measures. One was that proposals of comparable significance from the plans of each side should be discussed in packages. That is, a proposal by the Soviet side should be considered in conjunction with the proposals from the Western side and an attempt made to reach agreement on those two proposals — one from each side. And we described this as discussing the problem in packages. This was not a proposal that we seek only partial disarmament, as some have argued, but rather what we believe is a practical approach to the negotiations — a practical way to start getting results.

A desire to ensure a business-like approach in the Committee was also the basis for my suggestions in the Disarmament Commission, which sat in this room two months ago, that the negotiating committee might benefit from having a neutral chairman. I have in mind a chairman known for his record of impartiality and for his experience in dealing with difficult discussions. The basis of selection would be personal qualities rather than nationality. He might be a national of one of the middle or smaller powers which have not been connected with current negotiations; for instance, I give as an example the chairman of the Disarmament

Commission, or it might be a citizen of a country which does not belong to the UN, such as Switzerland.

A Neutral Chairman

The neutral chairman would attend impartially to the procedures of the Committee and see that it had a regular order of business at each meeting. With such a chairman and procedure, the Committee would be spared, I am sure, the talking at cross-purposes. In short, this neutral chairman could assist in conducting a discussion on the complex maze of problems which compose the disarmament question.

For if we have learned anything at all during the protracted international discussion of disarmament, it is that the subject is complicated, and grows more so with each passing week, month and year of weapons development. We need only remember the statements which have already been made in this discussion today to realize that fact. If we are ever to cope with the growing problem, we must make a start on actual measures, without detracting from the more comprehensive plans related to ultimate goals.

The very complexity of the issues indicates one way to make progress, and that is, through technical studies. It is already common ground that many measures of disarmament and their verification will require joint technical studies before there can be agreement on and implementation of actual measures. And in this connection, I was somewhat surprised to hear the representative of the U.S.S.R. arguing so strongly this morning against technical studies. In a minute or two I hope to be able to show that his own side have expressed great interest and have actually carried out joint technical studies in the three-power committee at Geneva.

Draft Resolution

It seems to my Government that a useful list of possibilities — which does not necessarily have to be treated as exhaustive — is to be found in the draft resolution on technical studies submitted by the United Kingdom in Document A/C1/L251. This draft resolution, as I understand it, seeks to give expression to the important suggestion made by Prime Minister Macmillan in the general debate that many aspects of the disarmament question might usefully be approached from the scientific point of view. The Canadian Government favours this approach and believes it capable of extension, even beyond the limits which the United Kingdom may have envisaged for it.

We see this as a procedure to expedite negotiations — not to delay them as some would suggest. The powers concerned should be willing to begin joint technical studies concerning the measures, at the earliest possible date, irrespective of any interruption in the political negotiations on disarmament. If it is agreed that studies are required in order to facilitate negotiations, why not undertake those studies at once?

The studies would be conducted by experts, especially by nationals of the

powers directly concerned in the negotiations because of their technical knowledge and direct involvement in the problems. But, I repeat that, but qualified experts from other countries — whose contribution would be based on technical competence rather than on political viewpoint — could also participate in the studies, and, we believe, could make an extremely valuable contribution.

I agree with the Foreign Minister of Sweden, who said, the other day, in his remarks in the UN General Assembly, that there would be a need for more than one technical study-group. Whatever conclusions those experts might reach need not affect the political bargaining between the two sides in the negotiations, but the negotiating nations would benefit from having a qualified presentation and assessment of the technical problems involved.

The negotiations concerning the discontinuance of nuclear weapons tests serve as a model in this respect. In the Canadian view, these negotiations have shown more promise of serious intent than any others relating to disarmament.

By agreement between the U.S.S.R., U.S.A. and U.K. — and here I point out that what happened is not in line with what the representative of the U.S.S.R. was advocating this morning — those negotiations began with a preliminary scientific study concerning the feasibility of controlling violations of any international agreement to discontinue tests. This joint technical study, which took place in the summer of 1958, before the political negotiations had even begun, involved a group of experts from eight countries — not only from the three, but from eight countries — who eventually produced a set of agreed conclusions which greatly facilitated the work of the subsequent three-power conference.

From time to time, moreover, the three powers have had occasion to refer other problems to their technical experts, acting jointly, for scientific study. What I am suggesting is that the same sort of process could and should be applied to the technical problems involved in various disarmament measures.

As regards nuclear tests, I should like to place on record at this point the satisfaction of the Canadian Delegation that the three-power conference has continued in being and that the work on a draft treaty has progressed as far as it has. The Canadian Government has taken a clear position against further nuclear testing.

No Test Renewal

For this reason, we are gratified that the three nuclear powers unilaterally discontinued their tests during the negotiations. As we all know, no such tests are going on at the present time, and there has been none for nearly two years. We hope that this discontinuance will be enshrined in the treaty now being negotiated and that many other powers will accede to it once it has been concluded.

This much-needed example of international co-operation in an area in which all nations have a vital interest would constitute a valuable precedent for the establishment of verification procedures in the field of nuclear disarmament. We assume that the concern of the UN General Assembly about nuclear testing —

and that will come up, of course, in the consideration of the Indian item on the agenda — will be expressed in such a way as to sustain the sense of urgency in reaching agreement on the remaining problems in the three-power negotiations.

It will be obvious from what I have said so far that the Canadian Delegation is determined to concentrate its efforts at this session on ideas and suggestions designed to restart the machinery of negotiation at the earliest possible opportunity and to facilitate progress in negotiations. We believe that the non-nuclear powers have a direct responsibility for urging that the search for agreement be pursued with the utmost vigour. We believe that the non-nuclear powers represented around this table must put the pressure on the nuclear powers to see that the search for agreement is not dropped but is continued with the utmost urgency, because the fate of the whole of humanity is at stake in this question. We are not here simply debating a theoretical point; we are debating the future of civilization — possibly whether there will be any future civilization or not — and I repeat that the non-nuclear powers have a direct responsibility for urging that the search for an agreement be pursued with the utmost vigour, that the procedural questions and the red tape and all the smoke-screens be done away with, and that action be got on with in regard to these negotiations.

Role of Assembly

I have no doubt that this Assembly can have and must have an important effect on the current impasse on disarmament questions. It is imperative that the Assembly should follow up vigorously the Disarmament Commission's call in August for the earliest possible continuation of negotiations. My Government drew great satisfaction from the unanimous adoption of that resolution by the Disarmament Commission. I should like to quote to the representatives present here the important paragraph of that resolution:

The Disarmament Commission,

Considers it necessary and recommends that, in view of the urgency of the problem, continued efforts be made for the earliest possible continuation of international negotiations to achieve a constructive solution of the question of general and complete disarmament under effective international control. (DC/182)

That was not a resolution passed simply by a majority vote; it was passed unanimously by the Disarmament Commission, which, as we all know, has on it representatives of every member state of the UN.

Only by mobilizing the world demand for action on disarmament — and all of us here know that there is such a world demand, the people of the world are demanding that action be taken — can we hope to develop the kind of pressure needed to induce the nuclear powers to do something about the dangerous development and spread of armed strength — in short, to negotiate seriously about disarmament.

We can do more than merely call for resumed negotiations. We can adopt proposals designed to improve the machinery of negotiation. I have already

suggested that a neutral chairman be appointed to assist the two sides. There is, as well, the commendable U.K. proposal for a technical study-group.

Advisory Committee

My further suggestion is that the Disarmament Commission should be asked to establish an advisory committee — perhaps a group of ten or twelve members representing the main geographical areas. I should regard it as a kind of watchdog committee, offering advice and encouragement to the negotiators. The advisory committee could report direct to them — but the Disarmament Commission of the UN would be kept informed and consulted. For its own purposes, this advisory group could receive reports and suggestions from the negotiating body, from the technical study-group or from other members of the Disarmament Commission.

We are often properly reminded that the interests of every country in the world are at stake in disarmament. But, obviously, in making progress toward the goal of disarmament, different countries have different roles to play. The contribution which can be made by the great powers is naturally different from that which can be made by the middle and small powers of the world. There is a good deal to be said for recognizing this fact in the machinery which we set up for examining the question of disarmament.

It would be a practical impossibility to have technical studies on disarmament measures which did not involve experts from the great powers. However, there is another important area of disarmament in which the middle and smaller powers have a special role and, I believe, a vital role. This is in the broad field of principles, proposals and new ideas. In our view, a representative group of UN members, as I have suggested, could make very helpful suggestions to the main negotiating group.

Let me illustrate this by giving some examples of what such an advisory committee, such a watchdog committee, could do.

First, they could consider the various sets of principles which have been advanced with a view to finding a common definition. It is perfectly obvious, from what we have heard today, that this First Committee could very easily get into a debate on general principles, and would then probably reach only disagreement at the end of that debate. I suggest that there is a field for this advisory committee — consideration of the various sets of principles which have been advanced.

Secondly — and I am simply putting these suggestions before the representatives for their consideration, there are probably many others that will be made — they could look at specific proposals, like the important Irish proposal for the prevention of the dissemination of nuclear weapons. The non-nuclear powers, and indeed the people of the world at large, are vitally concerned in this proposal.

Thirdly, they could consider how best to deal with weapons of mass destruction — nuclear, bacteriological and chemical — and their means of delivery.

Fourthly, they could examine the problems of peace-keeping machinery in relation to the programme of disarmament.

Fifthly, they could explore the relation between this machinery and the disarmament control organization, and the relation of both to the UN.

And sixthly, they could discuss new ideas — and certainly it would not do any harm to have some new ideas handed to the negotiating committee — new ideas which would be based on their own views about the importance and urgency of various measures of disarmament.

This non-technical advisory committee on disarmament would be available to the negotiators, and, as I have said, could make reports to them. The advisory committee's studies and reports would not conflict with those of the proposed technical group, which would be concerned with administrative, scientific and military details.

Limitations of Two-Sided Approach

My main suggestion is that the great military powers have one role to play in disarmament and the middle and smaller powers another which is no less vital and important. The Ten-Nation Committee provides a workable forum for negotiation between the rival great-power groups; any new negotiating body should preserve that "two-sides" conception. However, this two-sided approach to disarmament has been made at the expense of the representation of middle and smaller powers and at the expense of close ties with the UN. As a middle power, Canada is a strong believer in the importance of maintaining the Charter responsibility of the UN in all areas of peace and security.

It is the view of the Canadian Government that, in making preparations for restarting and facilitating disarmament negotiations, we should strive to strengthen the influence of the middle and smaller powers — and ultimately the UN — on these negotiations. This is the sense of the various suggestions I have put forward in my statement this afternoon. I commend them to the members of the Committee for consideration, and I should be delighted to have other suggestions coming from other middle and smaller powers. The challenge facing us today is very clear. The challenge is to bring about a resumption of negotiations, and we must spare no effort to achieve that result.

On November 1, Mr. Green again intervened in the debate, this time to give a fuller explanation of his suggestions for the bringing about of an early resumption of negotiations. He discussed proposals for an ad hoc committee of non-nuclear powers to help attain this goal. The text of Mr. Green's address follows:

. . . My purpose in intervening in the debate at this time is to call to the attention of the First Committee a joint draft resolution I intend to submit in the name of Canada, Norway, Sweden and others. Although the Committee will be discussing various resolutions at a later stage, I believe that it may facilitate our

work if I give some indication now of what the co-sponsors seek to achieve in submitting their draft proposals.

In his most helpful statement yesterday, the distinguished Foreign Minister of Sweden clearly described the situation now facing the Committee. He pointed to the need for concentrating at this time on the essential question of negotiating machinery.

Not Controversial Document

First I wish to emphasize strongly that the draft resolution is not intended to be a controversial document. It seeks neither to endorse the position of any one side nor to cast criticism in any one direction. It is concerned mainly with the problem of restarting negotiations and facilitating the attainment of the goal of general and complete disarmament under effective international control. It goes farther than a mere exhortation in this regard, however, by seeking to strengthen United Nations influence on the course of negotiations and principally to bring to bear the opinions and views of the middle and small powers. It provides for preparatory steps to be taken at once.

All states have an interest in the outcome of our deliberations in this Committee. Peoples everywhere are watching and waiting and hoping. Thus far the General Assembly in this fifteenth session has not given much promise for the future. But if we accomplish nothing else at this session, we must try to speak with one voice in favour of resuming serious disarmament negotiations at the earliest possible time. We must check the drift, so noticeable in recent weeks, away from serious talks and in the direction of sterile propaganda debates.

This is the underlying intent and purpose of our joint draft resolution. The basic motives can be summed up in the language of the fourth paragraph of the preamble. It acknowledges that the co-sponsors — like the members of this Committee and indeed all the nations of the world — are “disturbed that, despite agreement on the common goal of general and complete disarmament, negotiations are not proceeding.” The paragraph is clearly intended as an expression of deep anxiety about the interruption of disarmament negotiations.

Revitalizing Negotiating Machinery

Because we are so deeply troubled by these developments, we believe strongly that the General Assembly must try to stop the deterioration in relations and turn the trend back to the path of negotiation. The draft resolution seeks to accomplish this by revitalizing the negotiating machinery. This thought finds expression in the fifth paragraph of the preamble, which deems it “essential that preparations should be begun immediately to facilitate the earliest possible continuation of disarmament negotiations.”

The co-sponsors view their proposals as expressing a universal desire and need. Hence, in the preamble, we have laid emphasis on unanimity by referring to resolutions adopted earlier by the General Assembly and by the Disarmament

Commission. These unanimous decisions and recommendations provide us with a point of departure for our current deliberations. In the debate in this Committee and in the general debate at the outset of the fifteenth session, speakers, almost without exception, have called for speedy action to deal effectively with disarmament.

In further acknowledgment of this widespread concern, we have recognized fully in the preamble that, while the main responsibility for negotiating rests on the nuclear powers, other states also have a responsibility and the deepest interest in assisting the negotiations. I have frequently expressed my conviction that the middle and small powers, indeed all the non-nuclear powers, must join together in mobilizing opinion in favour of early action on disarmament.

I have been speaking about the main considerations that prompted the co-sponsors to put forward these proposals. I now turn briefly to the proposals themselves — that is, to the operative part of the resolution.

In keeping with the general approach in the draft resolution that is to strengthen the United Nations influence on the course of disarmament negotiations, the first operative paragraph “reaffirms the continuing and ultimate responsibility of the United Nations in the field of disarmament.”

The second operative paragraph deals with the heart of the matter, the resumption of serious negotiations. This paragraph calls for every effort to be made to achieve a solution of disarmament problems by means of the earliest possible continuation of negotiations.

Forum for Negotiation

The paragraph takes no particular stand on what forum should be used for negotiation. On many occasions I have stressed my preference for a return to the Ten-Nation Committee because of its obvious advantages. The only criterion suggested in the resolution is that the negotiations should be resumed in a body agreeable to the negotiators, which, in practical terms, means that the nuclear powers must agree on the forum.

They are encouraged to consider, however, the appointment of one or more impartial officers to assist in the negotiations. In my statement on October 19, I explained the Canadian suggestion for an impartial chairman, and others in this debate have expressed themselves in a similar sense. Our own experience in the Ten-Nation Committee would lead us to believe that these suggestions merit careful consideration.

This second operative paragraph is, and must be, largely an earnest expression of hope, because serious negotiations can take place only if the negotiators themselves are willing to act. The remaining operative paragraphs, however, seek to give that hope some promise of fulfilment and also to turn to good advantage whatever interval may elapse between now and the time when the desired negotiations can be resumed. These other paragraphs call for the immediate establishment of United Nations machinery specifically charged with responsibility

for assisting in bringing about an early resumption of negotiations.

Special Committee

Our proposal recommends that an *ad hoc* committee be established by the Disarmament Commission. In my earlier speech I spoke about an advisory or watchdog committee. I believe that the setting up of an *ad hoc* committee, a modification that has emerged from consultations with other delegations, is just as appropriate under present circumstances. The committee should be composed of a limited number of states that do not possess nuclear weapons and are to be selected on the usual United Nations basis of equitable geographical representation. It is rather important, from the point of view of efficiency, that the committee be not too large.

The question of composition is to be decided in the Disarmament Commission obviously on the basis of close consultation among delegations. It is the view of the sponsors that there should be no delay in establishing the *ad hoc* committee. The Disarmament Commission could and should meet in the course of the present session to carry out these recommendations by the General Assembly.

The terms of reference of the *ad hoc* committee have purposely been stated in rather general language. It would be a mistake to limit the group's activities by setting down a list of matters to which it should devote its attention exclusively. Besides, any elaboration of the role of the proposed committee should be the responsibility of the Disarmament Commission. We have made it clear, however, that it has an urgent responsibility for dealing at once with the problem of getting negotiations restarted.

The *ad hoc* committee would seek to accomplish this by examining urgently ways and means of assisting the resumption of serious negotiations. As I have said, this is primarily a problem which the negotiating powers, and principally the nuclear powers, must solve for themselves.

It is quite obvious from the debate in the First Committee that there are sharp differences among those powers. It is our thought that the *ad hoc* committee might find a way to assist in resolving them.

Similarly, once the negotiations have restarted there could be many ways in which a committee of this kind could contribute to the success of the negotiations. This would depend in large part, however, on the progress achieved in relation to the initial task. The Disarmament Commission would have an opportunity to weigh the results when the *ad hoc* committee reported to it.

In the last analysis the exact role the *ad hoc* committee can play will depend on the energy and earnestness with which they tackle their tasks and on the co-operation they receive from the negotiating group. I myself am confident that the committee could make a useful contribution.

We do not expect miracles to be achieved by the proposed *ad hoc* committee. We believe mainly that it will serve to focus the attention of the United Nations on the future negotiations.

To underline the urgency of its initial work, assisting the resumption of negotiations, it is proposed that the *ad hoc* committee be set up at once and report back to the Disarmament Commission not later than April 1. This will afford time to explore the possibilities for renewed negotiations and perhaps to make suggestions for bringing them about. It is surely not too much to hope that the nuclear powers will even now be giving thought to the resumption of disarmament talks.

In any event, we are seeking to ensure that these matters are kept under close scrutiny by an appropriate United Nations body. My Delegation considers that this feature of our joint proposals merits the support of the vast majority of members of this Committee. The many expressions of anxiety and concern we have heard at this session have persuaded us that the non-nuclear powers are no longer content to sit by passively, as was the case from 1957 to 1959, while the nuclear powers allow disarmament issues to remain in deadlock, without any effort to resume negotiations.

I have touched upon the main features of the joint draft resolution now before the Committee. I believe that it is neither incompatible with, nor in competition with, any of the other proposals which have been made.

Our resolution is clearly complementary, for example, to the sincere efforts being made to resolve the important question of principles. It provides only that the *ad hoc* committee examine the record as regards principles with a view to assisting the resumption of negotiations. If some agreement on principles can be reached in the First Committee, this task of the *ad hoc* committee will be made more easy, but there will remain other questions for its consideration.

The draft resolution adopts a similar approach to the many useful suggestions member delegations have made during the course of our debate. It provides that these should be studied, as part of the examination of ways and means of assisting the resumption of serious negotiations and facilitating the attainment of disarmament.

If at any stage of their work the *ad hoc* committee should find that they would benefit from having expert advice or opinions, the committee could call in experts whose main qualifications would be their technical competence in the field of disarmament. Provision is made in the resolution for having the "assistance of experts as appropriate."

In preparing our text, the co-sponsors have had the benefit of many helpful comments made both in Committee and in private. We hope we have succeeded in reflecting the strong desire, expressed by the majority of delegations, that something be done to get disarmament negotiations moving.

The Canadian Delegation earnestly commends the proposals in the draft resolution as the best means for achieving that end. If the Committee sees fit to endorse these proposals the possibility of achievement will be greatly enhanced.

Draft Resolution on Disarmament (Agenda Items 67 and 86)

The General Assembly,

Recalling its resolution 1378(XIV) adopted unanimously on November 20, 1959, which states that the question of general and complete disarmament is the most important one facing the world today,

Recalling also its resolution 1495(XV) adopted unanimously on October 18, 1960, which urges that immediate and constructive steps be adopted in regard to the urgent problems concerning the peace of the world and the advancement of its peoples,

Noting the resolution adopted unanimously by the Disarmament Commission on August 18, 1960, which calls for the earliest possible continuation of disarmament negotiations,

Disturbed that, despite agreement on the common goal of general and complete disarmament, negotiations are not proceeding,

Deeming it essential that preparations should be begun immediately to facilitate the earliest possible continuation of disarmament negotiations,

Recognizing that, while the main responsibility for negotiating agreement rests on the military nuclear powers, other states also bear a responsibility and have the deepest interest in assisting to the end that disarmament negotiations can be vigorously and seriously pursued,

1. *Reaffirms* the continuing and ultimate responsibility of the United Nations in the field of disarmament;
2. *Expresses* the hope that, in view of the urgency and overriding importance of disarmament, every effort will be made to achieve general and complete disarmament under effective international control by the earliest possible continuation of international negotiations in such body as may be agreed, giving consideration in this regard to the appointment of one or more impartial officers to facilitate these negotiations;
3. *Recommends* the immediate establishment by the Disarmament Commission of an *ad hoc* committee on Disarmament, to be composed of a limited number of states which do not possess nuclear weapons, selected on the basis of equitable geographical distribution;
4. *Requests* the *ad hoc* committee, with the assistance of experts as appropriate, to examine urgently ways and means of assisting the resumption of serious negotiations and facilitating the attainment of the goal of general and complete disarmament under effective international control, on the basis of available documentation, including the records of the present session of the General Assembly, with special reference to: (a) the important question of principles which should guide disarmament negotiations; and (b) the specific suggestions made by member states during the present session of the General Assembly with regard to disarmament;

5. *Further requests the ad hoc committee to consult as appropriate with the four governments which established the Ten-Nation Committee on Disarmament, and to report to the Disarmament Commission not later than April 1, 1961.*



Frantisek Kord, Vice-Minister of Agriculture for Czechoslovakia (right), is greeted by S. C. Barry, Deputy Minister of Agriculture for Canada. Mr. Kord headed a six-man delegation that spent three weeks in Canada recently and purchased substantial quantities of Canada's agricultural products.

The Indus Waters Settlement

ON SEPTEMBER 19, 1960, Prime Minister Shri Jawarharlal Nehru of India and President Mohammed Ayub Khan of Pakistan met in Karachi and signed the Indus Waters Treaty 1960, bringing to an end the long-standing problem between India and Pakistan of the sharing of the waters of the Indus River and its tributaries.*

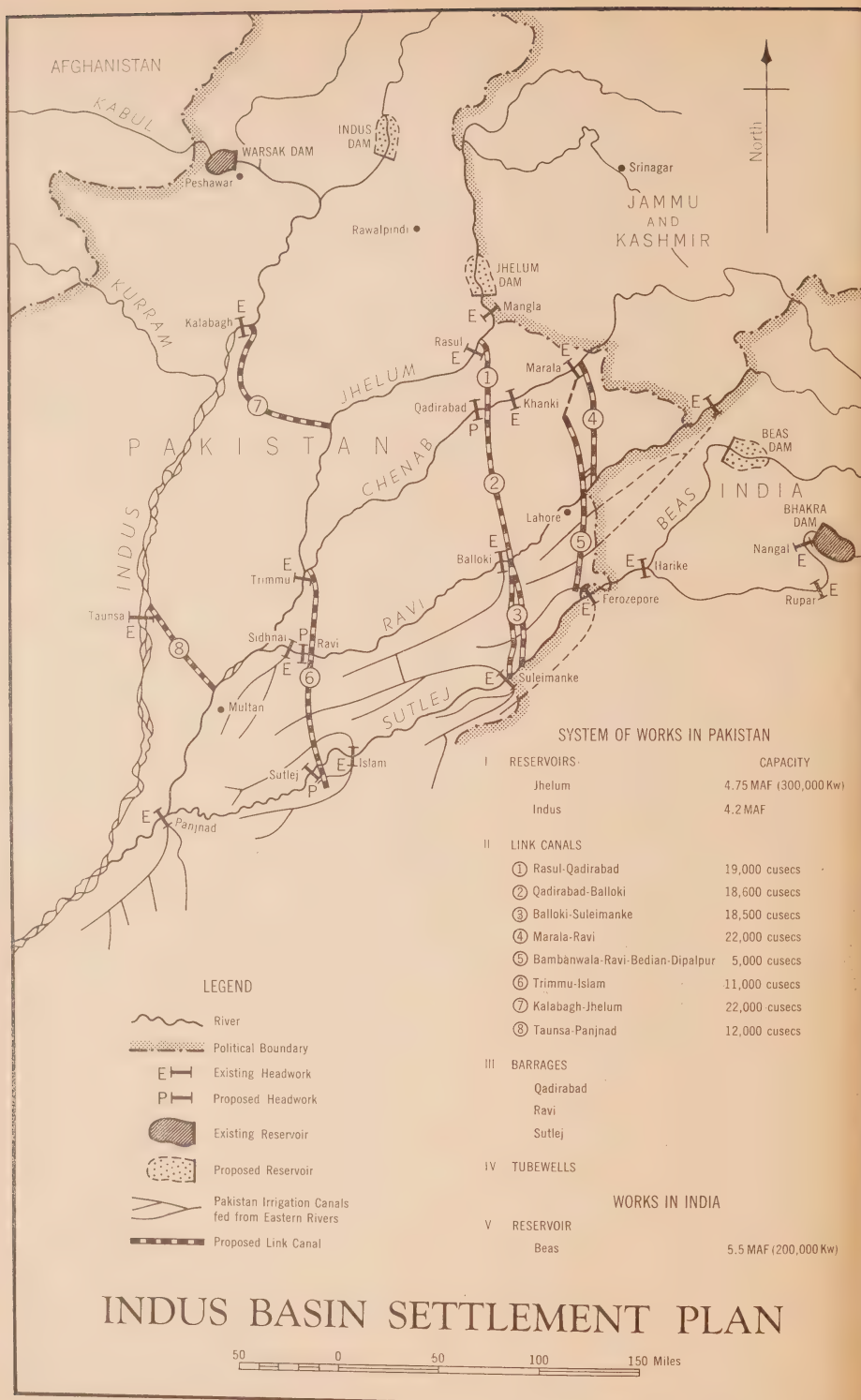
The Treaty formalizes that part of a proposal made by the International Bank for Reconstruction and Development in February 1954 under which India was to use the waters of the three eastern tributaries of the Indus — the Sutlej, Ravi and Beas Rivers. The waters of the two western tributaries, the Chenab and Jhelum Rivers, and of the Indus itself were allocated to Pakistan. Dams, canals and irrigation works costing approximately \$1 billion will be financed from an Indus Basin Development Fund to which Canada has pledged \$22.1 million over a ten-year period, subject to Parliamentary approval. Other contributors to the Fund are Australia, the Federal Republic of Germany, New Zealand, Pakistan, the United Kingdom, the United States of America, and the International Bank for Reconstruction and Development. An agreement signed in Karachi by the representatives of the contributing countries and the Bank establishes this Fund and emphasizes the importance of a settlement of the Indus waters problem from the point of view both of the economic development of the area and of the promotion of peace and stability therein.

The Indus System

All the rivers of the Indus basin have their source in or near the high Himalayas and together they comprise one of the largest river systems of the world. They flow through the Punjab (the central and northeastern section of the plains of West Pakistan and Northwestern India), then join the Indus River before emptying into the Arabian Sea, some 1,200 to 1,800 miles from their source. The three eastern rivers run from India to Pakistan and the three western rivers from the territories of Jammu and Kashmir to Pakistan.

Since early history, irrigation has been practised in this region. In order to conserve the flood waters and provide for the long drought period, a pattern of headworks and canals has been gradually developed, until today it serves nearly 30 million acres of the Indus basin and supports about 40 million people in Pakistan and 10 million in India. One of the consequences of the 1947 partition of the Indian sub-continent was that the border between India and Pakistan was drawn across this irrigated area, leaving many of the headworks in India with their canals and other irrigation outlets in Pakistan.

*For a comprehensive explanation of the causes and negotiation of this dispute, see External Affairs Volume XI, Number 11, November 1959, page 366.



Until now the entire irrigation system was largely dependent upon seasonal variations of river flow. Both India and Pakistan, faced with rapidly-expanding populations and a constant threat of food shortages, wanted to add to the area under cultivation. India needed the water of the three eastern rivers for use in development programmes; however, West Pakistan depended upon these same waters for continued irrigation of her own arable land. To divert water from the western rivers to replace that needed by India called for a vast and imaginative scheme of dams and link canals and meant that Pakistan would require foreign aid for its implementation.

The International Bank therefore conceived a plan by which a number of friendly countries interested in a settlement of this problem were asked to participate. The Bank has been using its good offices to facilitate negotiation since 1952. Its proposal made in 1954, together with a 1959 engineering survey of the construction necessary to carry it out and a method of financing, was finally accepted in principle last year by both India and Pakistan. The Bank then sought assurances of the necessary financial help from friendly countries and, in March of this year, was able to announce that promises of adequate financial aid had been made.

Indus Waters Treaty

The Indus Waters Treaty 1960 seeks to bring about satisfactory use of the Indus River system and to fix and delimit the rights and obligations of India and Pakistan concerning the use of the waters of this system. Provision is made for the negotiated settlement of all questions that may arise in regard to the interpretation or application of the provisions of the Treaty. The Treaty provides that, after a transitional period of ten years from its effective date (April 1, 1960), India shall enjoy almost exclusive use of the waters of the eastern rivers and Pakistan shall have the same right over the waters of the western rivers, subject to a certain limited use of them by India in areas upstream of the Pakistan border. During the transitional period, India will continue to allow Pakistan water from the eastern rivers as stipulated in the Treaty but, as the system of storage dams and link canals to be constructed in Pakistan nears completion, thus replacing eastern water with western water, India will be entitled to draw increasing amounts of water from the eastern rivers. Towards the cost of these replacements works India has agreed to pay Pakistan approximately \$170 million in ten annual instalments, to compensate for the loss of the water of the eastern rivers. In the event that Pakistan is unable to complete the replacement works during the ten-year transitional period, the Treaty provides for an extension up to three years of this period, subject to repayment to India of approximately 5¼ per cent of the total Indian payment for each year of the extension period.

To establish and maintain arrangements for implementing the Treaty and to serve as a regular channel of communication on all matters arising out of it, the Treaty creates a permanent Indus Commission consisting of a representative

each from India and Pakistan. In the event of a dispute in which the two Commissioners fail to reach agreement, a neutral expert will be appointed in the case of differences of a technical nature, while a court of arbitration will be established in cases of major dispute on the interpretation of the Treaty itself.

Indus Basin Development Fund

The Indus Basin Development Fund is established by the Indus Basin Development Fund Agreement, which becomes effective on the ratification of the Indus Waters Treaty by the Governments of India and Pakistan. The Fund, which is designed to aid Pakistan in carrying out the terms of the Treaty, will be administered by the International Bank. The Bank will be responsible for all financial and technical aspects of the construction project to be undertaken in Pakistan. The Agreement provides the Fund with a total contribution in foreign exchange of nearly \$632 million (U.S.), as follows:

			U.S. \$ equivalent
Australia	£ A	6,965,000	15,600,000
Canada	\$C	22,100,000	22,984,000*
Germany	DM	126,000,000	30,000,000
India	£	62,060,000	173,768,000**
New Zealand	£ NZ	1,000,000	2,800,000
Pakistan	£	440,000	1,232,000
United Kingdom	£	20,860,000	58,408,000
United States	\$US	177,000,000	177,000,000
United States	\$US	70,000,000 in loans (repayable in rupees)	70,000,000
			<hr/> 551,792,000 <hr/>

The United States loan of \$70 million to Pakistan provides for repayment to be made in Pakistan rupees over a 30-year period from the date of the first disbursement and interest at the rate of 3½ per cent per annum. In addition to these contributions and loans the International Bank has extended the equivalent of a \$90 million (U.S.) loan in various currencies to Pakistan, with repayment suspended for the first ten years. This will enable Pakistan to make repayment when the economic benefits of the project are being enjoyed rather than during the period of construction. The Fund will be provided with \$80 million (U.S.) of this loan and the remaining \$10 million (U.S.) will be available to meet interest and other charges on the loan.

* Calculated at \$C 1 = \$US 1.04.

** Under terms of the Waters Treaty.

The Fund will also be provided with the following resources of Pakistan rupees to help meet, in part, the expense of the project in Pakistan currency:

U.S. \$
equivalent

The United States contribution of Rs 1,120 million, in the form of grants or loans or both, as agreed with Pakistan	235,000,000
Pakistan contribution of Rs 130 million	27,600,000.

The balance of the Pakistan rupees required by the project will be purchased by the Fund against the foreign exchange. This balance amount is estimated at Rs 738 million or the equivalent of \$155 million (U.S.).

These contributions in foreign exchange and Pakistan rupees totalling \$894 million (U.S.) are to be spaced over the Treaty's transitional ten-year construction period, and will be based on the Bank's estimate of the requirement for each year. Foreign exchange contributions will be freely usable or convertible for purchases in member countries of the Bank and in New Zealand and Switzerland.

The Agreement also provides for any other government or institution to become a party to it at any time, provided prior approval of the existing parties is obtained. The Fund terminates upon completion of the project or upon disbursement from the Fund of all amounts due to be disbursed from it for the project, whichever is earlier.

The Construction Programme

The proposed system of storage dams, barrages and link canals to transfer water from the three western rivers is designed to meet irrigation requirements in West Pakistan that now depend on water from the eastern rivers, and is shown in the map on page 848. This complete system will also provide for substantial additional development of irrigation and hydro-electric potential in both India and Pakistan. Soil reclamation and better drainage will be effected in Pakistan and a measure of flood control achieved in both countries. The entire cost of the programme is estimated to be \$1,070 million (U.S.), of which approximately \$870 million will be spent on works in Pakistan and approximately \$200 million on works in India.

Significance of Settlement

Agreement on this difficult problem presents an outstanding example of international co-operation. The settlement itself represents a major step in alleviating some of the grave economic difficulties that have afflicted India and Pakistan, besides improving the political atmosphere of the area. With 100 million acres of potential arable land in the Indus basin, the completed project will do much to enable the use of this potential and to help overcome food shortage. The effect of transferring water from the western rivers to irrigate the eastern and southerly areas

of West Pakistan will be to free the entire flow of the eastern rivers for irrigation in India. Pakistan too will benefit enormously. An increase in agricultural production in Pakistan of about \$110 million a year is anticipated from the additional irrigation development the project will make possible.

The Canadian contribution to this vast undertaking will form part of Canada's Colombo Plan programme. In a recent reference to the settlement, Prime Minister Diefenbaker said:

Canadians have been heartened by the manner in which their Commonwealth friends in Pakistan and India have worked with the International Bank to resolve this difficult problem. We are hopeful that this event will help to foster an era of economic progress and good relations in the sub-continent. In my view, the solution of this problem has been one of the most significant events of the decade and I only hope that other nations will seek to emulate this example of enlightened international co-operation in dealing with the grave issues which face the world today.

Malayan Prime Minister in Canada

His Highness Tunku Abdul Rahman Putra Al-Haj, Prime Minister and Minister of External Affairs of the Federation of Malaya, paid his first visit to Canada from October 19 to October 25. He was accompanied by Dato Nik Ahmed Kamil, Malayan Ambassador to the United States and the United Nations, Inche Zaiton, Deputy Permanent Secretary of the Ministry of External Affairs, and other officials. On arrival in Ottawa on the evening of October 19, he was greeted by the Prime Minister of Canada and a representative of the Governor-General. After inspecting the guard of honour, the Tunku met the diplomatic corps, Cabinet Ministers, and Malayan students in Canada. The party then left for Government House, where the Tunku and his senior officials were guests of the Governor-General and Madame Vanier for the duration of their stay in Ottawa. En route from Paris to Ottawa earlier in the day, the Tunku had stopped briefly at Montreal Airport, where he was met by the press and by some of the 21 Malayan students now studying in Canada under the Colombo Plan and the Commonwealth Education Programme.

During his stay in Ottawa, the Malayan Prime Minister had dinner and lunch with the Prime Minister and Mrs. Diefenbaker, attended lunch given by the High Commissioner for the United Kingdom, held a press conference and television interview, accompanied the Governor-General and Madame Vanier to the Royal Canadian Navy's 50th Anniversary Dinner and Ball, conferred with the Commissioner of the Royal Canadian Mounted Police and attended a dinner given by Governor-General and Madame Vanier.

Malay-Canadian Aid Agreement

One of the most important occasions on the itinerary was the Tunku's meeting with Prime Minister Diefenbaker and the Canadian Cabinet on the morning of October 20. At the conclusion of this meeting, Mr. Diefenbaker announced that agreement had been reached between the Canadian and Malayan Governments on the allocation to seven Malayan projects of a portion of the Colombo Plan funds voted previously by the Canadian Parliament. Canadian equipment to the value of \$1,165,000 will be provided for road construction, civil aviation, technical training schools, the University of Malaya, fisheries and forestry research centres. This complements an agreement reached earlier this year on several other Canadian contributions in the fields of university engineering research, small-scale industries, fish processing and agricultural soil research. The amount covered by the earlier agreement was \$423,500. At the same time the Prime Minister announced that in addition to these projects, which were covered by earlier votes, the total Canadian Colombo Plan funds for 1960-61 would be \$2 million. The apportionment of these funds to specific projects would be a



Tunku Abdul Rahman Putra Al-Haj, Prime Minister of the Federation of Malaya, in conversation with Canada's Prime Minister John G. Diefenbaker (right) and Secretary of State for External Affairs Howard C. Green (left).

matter for future discussion between the two governments. The Prime Minister ended his statement by recalling that he had been impressed by Malaya's own efforts to bolster its economy during his visit to this friendly Commonwealth country in 1958, and saying that he was particularly gratified to be able to make this announcement on the occasion of the return visit by the Prime Minister of Malaya.

Proposal for Student Exchange

Later in the day, during his press conference, the Tunku expressed his thanks and said that the Canadian contribution would be "of most practical benefit". He went on to say that "on our part, we propose to do something in return and that is to assist contacts between students of your country and mine." "We are prepared," he added, "to offer seats in our university and also study tours of Malaya to young Canadians In this way we will be able to strengthen the ties of friendship and goodwill between Canada and Malaya." In his press conference he touched on a number of other subjects including disarmament, Malaya's independent anti-Communist foreign policy, West New Guinea, China and Formosa, and the Union of South Africa.

Leaving Ottawa on the morning of October 22, the Malayan party flew to Arvida, Quebec, where they inspected the plant of the Aluminum Company of Canada. The next day they flew over the St. Lawrence Seaway and, landing at Hamilton, drove on to Niagara Falls. In Toronto, on October 24, the Malayan Prime Minister inspected the De Havilland aircraft plant, attended a luncheon of the Canadian Institute of International Affairs, called on the Lieutenant-Governor and the Premier of Ontario, and spoke at a dinner given by the Royal Commonwealth Society. He left for Washington next morning.

Free Trade in Latin America

THE MONTEVIDEO TREATY

DELEGATES of Argentina, Brazil, Chile, Mexico, Paraguay, Peru and Uruguay signed a treaty in Montevideo on February 18, 1960, establishing a free-trade area among themselves. The Treaty formally institutes a Latin American Free Trade Association (LAFTA) with the aim of gradually eliminating barriers to intra-regional trade in the hope of accelerating the economic, especially the industrial, development of member countries so as to raise the standard of living for their rapidly-growing populations. Implementation of the present agreement will take place 30 days after the instruments of ratification have been deposited with the Government of Uruguay by at least three signing nations. All other Latin American states are free to accede to the Association; Colombia has already expressed interest in membership.

The institutions of the Association will consist of a Conference of Members and a Permanent Executive Committee. The Conference will be the supreme authority of the Association and will meet annually. The Executive Committee will administer the Treaty from its headquarters in Montevideo and may call on such organizations as the United Nations Economic Commission for Latin America (ECLA) and the Executive Secretariat of the Inter-American Economic and Social Council of the Organization of American States (OAS) for advice on technical matters.

Industrial Complementation

The Montevideo Treaty is not as thorough or as precise a document as other conventions of a similar nature, such as those establishing the European regional trading groups. It is hedged with reservations and escape clauses. It makes no provision for handling payment problems. Nonetheless, it is clearly aimed at providing for the expansion of trade and economic complementation in the region. According to the Treaty, members must make every effort to harmonize their import and export regimes as well as the treatment they accord to capital goods and services from outside the area. Closer co-ordination of industrialization policies is stipulated, and for this purpose members may sponsor arrangements among representatives of various economic sectors and negotiate mutual agreements on complementation by industrial sectors.

Trade Coverage Limited

The Treaty covers the mutual trade of the founding countries, including agricultural products. This trade consists chiefly of primary commodities and amounts to only 10 or 12 per cent of the total foreign trade of the constituent countries.

The Free Trade Area must be fully completed within a period not exceeding 12 years from the implementation of the Treaty. During that time the members must eliminate gradually, for the bulk of their reciprocal trade, tariffs and restrictions of any kind on imports of products originating in the territory of any other member. This includes surcharges of a foreign-exchange nature.

Elimination of Duties and Restrictions

The elimination of intra-zone tariff charges and other restrictions will take place in four basic and irrevocable steps. Every three years members must commit themselves to trade freely in an additional 25 per cent of substantially all their intra-zonal exchanges, so that in nine years the elimination of 75 per cent of their trade barriers has taken place. During the fourth step, between the ninth and twelfth years, members must attempt to reduce barriers further, so that, at the end of the transition period, trade barriers on "the bulk of their reciprocal trade" will have disappeared. In other words, barriers on from 75 per cent to 100 per cent of intra-zonal trade will have been removed after 12 years. Moreover, within this broad framework, the reduction of tariff charges between individual members will take place during negotiations carried out annually. Each member must grant annually to the other members an average reduction in tariff charges on their products of not less than eight per cent of the average tariff charges on products of their countries. These annual concessions are not irrevocable and may be withdrawn should they prove seriously prejudicial to the interests of the member concerned and provided that adequate compensation is given the other members.

Escape Clauses

Departure from the foregoing rules is provided for by the Treaty in case particular difficulties especially in the agricultural sector should be encountered during the establishment of the Free Trade Area. If a member must adopt measures to correct a global balance-of-payments disequilibrium, or if liberalized imports cause serious harm to its essential productive activities, it may re-introduce non-discriminatory and temporary import restrictions. Similar restrictions may be re-introduced so as to limit imports of farm products to what is necessary to cover deficiencies in national production and to adjust prices of imported products to those of domestic products. In accordance with the broad aims outlined above, special emphasis is placed in the Treaty on the expansion of intra-regional trade in farm products. Agreements among members to cover deficiencies in national outputs are also suggested. Finally, for the relatively under-developed members of the area, their partners may grant specific privileges that are not normally available to themselves. The right of Bolivia and Paraguay to such treatment has been recognized.

The present Treaty grew out of a consultative conference held in Santiago in the fall of 1958 held under the aegis of the UN ECLA with the main object of

preparing a multilateral agreement among Argentina, Brazil, Chile and Uruguay to solve some of the pressing problems connected with the reforms introduced at that time by some of these countries in their customs and exchange systems. As subsequent developments roughly duplicated efforts being made elsewhere in South America towards the establishment of a common market, the four countries decided to prepare a draft free-trade area treaty as a step towards the creation of just such a Latin American common market. The Montevideo Treaty thus contains a specific declaration in its preamble to the effect that its members will persevere in their efforts to bring about the complete economic integration of the whole of Latin America.

The Latin American "Seven" have a population of some 144,000,000 inhabitants which accounts for approximately 70 per cent of the total population of the 20 Latin American republics. As a unit, the population of the Area constitutes a consumer potential almost as great as that of the European Common Market or the United States.

At present, the rate of growth of the *per capita* gross product in this area is very low. To reach and maintain a rate of growth similar to that of countries with higher standards of living it has been estimated that agricultural production in South America will have to be increased by 120 per cent by 1975, while industrial production will have to be quadrupled. A significant increase in intra-regional trade appears to be the principal solution envisaged to speed up the rate of growth of production in the zone.

Canadian Trade with LAFTA

Canadian exports to the countries forming the LAFTA totalled just under \$70 million in 1959, approximately half our exports to Latin America and 1.4 per cent of our total exports. In nature, however, they were composed of a relatively high percentage of industrial raw materials and manufactured goods and chemicals, with agricultural and fishery products comprising a mere 10 per cent of the total.

LAFTA and the GATT

Four founding states adhere to the General Agreement on Tariffs and Trade. They are Brazil, Chile, Peru and Uruguay. The treaty committing them to participate in a free-trade area is subject to scrutiny by the contracting parties to the GATT. The contracting parties will be concerned primarily to examine the participation in LAFTA of Latin American GATT members in the light of their previous commitments under the broader agreement, and also to ensure that the goals of the Treaty are achieved so as not to impair trading relations between the Latin American countries and their trading partners outside the area.

Nigeria Becomes a Free Nation

AT MIDNIGHT, Nigerian Time, on the night of September 20-October 1, the Federation of Nigeria — the most populous state in Africa — achieved independence and at the same time assumed the status of a full member of the Commonwealth.

In Lagos, the capital, the moment was marked by ceremonies at the Race Course. First the huge audience, which included delegations from many Commonwealth and foreign countries, witnessed a military tattoo. A realistic mock battle, a musical ride by horsemen of the native authority police from the Northern Region, trick riding by motorcyclists of the Lagos police, and a seamanship display by members of the Royal Nigerian Navy were among the many events. Just before midnight, units of the Nigerian armed forces and visiting armed forces — among them a detachment of men from HMCS “Columbia”, which was in Lagos harbour for the occasion — formed up in the centre of the Race Course facing a flag-pole from which a large, flood-lit Union Jack had been flying throughout the evening.

Changing the Flag

Prayers were said by three religious leaders — Protestant, Catholic and Moslem — and then at exactly midnight all lights were extinguished. There were a few seconds of complete darkness. Then the searchlights were switched on again to reveal the Nigerian flag flying in place of the Union Jack. While all eyes centred on the huge green and white banner, standing out from its flag-pole in the light wind, massed bands struck up the Nigerian National Anthem. Prolonged cheering followed and then the evening concluded with a display of fireworks. Throughout the night, however, happy but orderly crowds, including many Nigerians from outlying points visiting Lagos in their best holiday attire, thronged the streets.

Incorporation of New State

The following morning another ceremony was held at the Race Course, when Princess Alexandra of Kent, representing the Queen, handed the Prime Minister the formal constitutional instruments incorporating the new state. A number of speeches followed. The Governor-General declared that he must henceforth act solely on the advice of his Nigerian advisers. The Prime Minister, Alhaji Sir Abubakar Tafawa Balewa emphasized Nigeria’s determination to play a full and responsible part in the affairs of Africa and the world; he also paid tribute to all who had helped to bring Nigeria to independence. “This is an occasion,” he said, “when our hearts are filled with conflicting emotions: we are indeed proud to have achieved our independence, and proud that our efforts should have contributed to this happy event. But do not mistake our pride for arrogance. It is

tempered by feelings of sincere gratitude to all who have shared in the task of developing Nigeria politically and socially and economically. We are grateful to the British officers whom we have known, first as masters, then as leaders and finally as partners but always as friends. And there have been countless missionaries who have laboured unceasingly in the cause of education and to whom we owe many of our medical services. We are grateful also to those who have brought modern methods of banking and commerce, and new industries. I wish to pay tribute to all of these people and to declare our everlasting admiration of their devotion to duty."

During the afternoon, the Prime Minister found time, in a crowded schedule, to receive the Canadian delegation to the independence ceremonies, which was led by the Minister of Finance, Mr. Donald M. Fleming, and Mr. E. W. T. Gill of the Department of External Affairs. Also present was Mr. T. LeM. Carter, Canada's resident diplomatic representative in Lagos, whose status had been changed from Commissioner to High Commissioner with the coming of independence. The delegation was to have been led by the Secretary of State for External Affairs, Mr. Howard Green, but Mr. Green had been prevented at the last moment, by the pressure of work at the United Nations General Assembly in New York, from attending.

Mr. Fleming's Statement

In a brief statement, Mr. Fleming extended Canada's congratulations to Nigeria on attaining independence and full Commonwealth membership. He spoke of the outstanding degree to which Nigerians were prepared to assume their new position in the world. Many Nigerian leaders and administrators, he said, had visited Ottawa, and Canadians had had an opportunity to appreciate their calibre. Mr. Fleming also paid tribute to the atmosphere of goodwill that existed between Nigeria and the United Kingdom in the transfer of full sovereignty. He said that Canada looked forward to increasing friendship and collaboration with Nigeria. Canada, he added, had already had an opportunity to demonstrate its interest in the progress of Commonwealth countries and other territories in Africa and had been pleased, only a few days before, to participate in the launching of the special Commonwealth African Assistance Plan. The Canadian Government had pledged itself to provide \$10.5 million over the next three years for assistance to the independent and newly-emerging Commonwealth countries in Africa.

Mr. Fleming then handed Sir Abubakar a letter from Prime Minister John G. Diefenbaker informing him that, as its independence gift to Nigeria, Canada was making available the sum of \$10,000 for the purchase of books for any library the Nigerian Government might designate. As a token of this gift, Mr. Fleming presented Sir Abubakar with a representative collection of Canadian books.

Nigerian PM Replies

Sir Abubakar replied that he expected the Canadian gift would be used to provide

books for the National Library planned in Lagos. He also expressed confidence that Canadian-Nigerian relations within the Commonwealth would become ever closer, and spoke of Nigeria's keen awareness of its heavy responsibilities in the councils of Africa and the world.

On Sunday, October 2, there were various religious services in Lagos. On October 3 the formal opening of Parliament took place. Further independence celebrations took place afterward in the capitals of the three Regions of Nigeria, but the Canadian delegation was unable to attend these observances.

During the delegation's stay in Lagos, Mr. Fleming was the personal guest of the Nigerian Minister of Finance, Chief Festus Okotie-Eboh, with whom he had become acquainted at the Commonwealth Trade and Economic Conference in Montreal in 1958. On October 2, Mr. Fleming was guest of honour at a large reception given by Chief Festus. The following day he was entertained at lunch by Mr. T. O. S. Benson, Minister of Information, who had visited Canada a few weeks earlier.

In addition to attending the independence celebrations in Nigeria, Mr. Fleming and his party made brief stops in the Azores and in Sierra Leone, which is to become independent next April, and had a three-day visit in Accra, during which Mr. Fleming visited a number of projects and conferred with members of the Ghanaian Government.

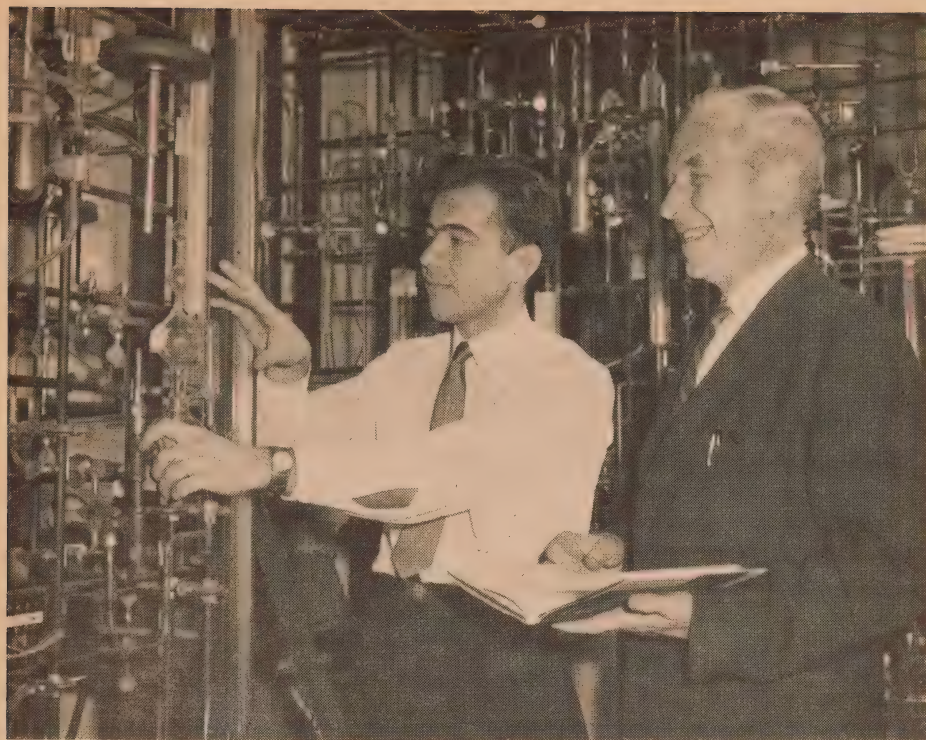
*Canada—U.S.S.R. Scientific Exchange**

IN 1958 the National Research Council of Canada and the Academy of Sciences of the U.S.S.R. put forward suggestions for exchanges of scientists between the two organizations. As a result, arrangements were made for an exchange of visits between delegations of the Council and the Academy to enable scientists from each country to become acquainted with the organization and state of research in the fields of physics, mathematics, chemistry, biology and technology in the other country.

Accordingly, a party of senior Soviet scientists, headed by M. I. Agoshkov, Corresponding Member of the Academy of Sciences, toured Canadian government research establishments, Canadian universities and industrial laboratories in Montreal and Toronto during a three-week period in May 1959. In October of the same year, five Canadian scientists representing the National Research Council visited the Soviet Union as guests of the Academy. The party was composed of Dr. E. W. R. Steacie, President, and Dr. B. G. Ballard and Dr. R. F. Farquharson, Vice-Presidents of NRC, and two university members of the Council, Dr. H. G. Thode and Dr. I. McT. Cowan. The Canadian scientists toured Soviet research establishments in Moscow, Leningrad, Kiev and Tbilisi. During the course of this visit, Dr. Steacie and President Nesmeianov of the Academy exchanged letters setting out the basis of an exchange programme between the Academy and the Council. (The text of Dr. Steacie's letter dated October 28, 1959, to President Nesmeianov is appended to this article.)

According to the agreement, the exchange is to start with the academic year 1960-61; but, at the request of President Nesmeianov, Dr. Steacie agreed that an effort would be made to arrange some exchange visits in advance of this period. Dr. Steacie had already accepted, in anticipation of the coming into effect of the agreement, a Soviet chemist, Dr. Diatchkovsky, to work in his own laboratory for nine months and he promised to consider some additional proposals of the Academy and to suggest some visits of Canadian scientists to the U.S.S.R. In January 1960, the National Research Council wrote to the Academy suggesting several Canadian scientists to visit the Soviet Union during the spring and summer of 1960, before the formal agreement became effective, and agreeing to receive reciprocal visits from Soviet scientists. The Academy accepted all the proposals for visits from Canadians and, as a result, the following Canadian scientists went to the U.S.S.R.:

*By Dr. J. D. Babbitt, Secretary for International Relations, National Research Council.



Dr. F. Diatchkovsky, the first exchange scientist from the U.S.S.R. to Canada, resumes his research in physical chemistry at the National Research Council, Ottawa. Looking on (right) is Dr. E. W. R. Steacie, President of NRC.

Senior Lecturers

Professor H. R. Rice, Department of Mining Engineering, University of Toronto, May 21 to June 11, 1960; Dr. W. B. Pearson, Division of Pure Physics, National Research Council, May 31 to June 21, 1960; Dr. C. A. Winkler, Chairman of Department of Chemistry, McGill University, September 5 to September 24, 1960.

Research Workers

Professor James M. Ham, Professor of Electrical Engineering, University of Toronto, May 16 to July 2, 1960; Dr. J. W. Boyes, Professor of Genetics, McGill University, April 14 to May 30, 1960; Dr. L. H. J. Shebeski, Professor of Plant Science, University of Manitoba, June 4 to July 31, 1960.

The Academy of Sciences has sent the following Soviet scientists to Canada in addition to Dr. Diatchkovsky:

Senior Lecturers

Academician M. P. Kostenko, Member of the Presidium of the Academy of Sciences and Director of the Institute of Electromechanics, September 10 to October 9, 1960; Corresponding Member E. A. Asratyan, Director of Laboratory of Physiology, October 25 to November 14, 1960.

Research Worker

Dr. D. Maksimov, Institute of Mining Problems of the U.S.S.R., September 10 to December 10, 1960.

The National Research Council submitted its proposals for the academic year 1960-61 to the Academy early in June, and already one of the scientists proposed, Dr. James Foulks, Professor of Pharmacology at the University of British Columbia, has arrived in the U.S.S.R. with his family to spend nine months working at the Institute of Pharmacology and Chemotherapy in Moscow.

The operation of the exchange agreement has been entirely satisfactory to the National Research Council. All the Canadian scientists visiting the Soviet Union under the agreement have been well looked after, treated with the utmost hospitality and given every opportunity to visit laboratories and meet scientists that might normally be expected in arrangements of this kind. Canadian scientists, both those travelling as senior lecturers and those visiting as research workers, have been given a chance to travel extensively in the U.S.S.R. All of the Canadian visitors to the U.S.S.R. have returned to Canada feeling that their visit has been well worth while and that they have gained in their own fields a valuable knowledge of Soviet scientific developments.

On the other hand, the scientists sent by the Academy to Canada have been both competent and co-operative and their behaviour has differed little from that of other visiting scientists. The younger scientists, in the research worker category, have adjusted themselves well to work in Canadian institutions and have quickly become a part of the research teams in the laboratory. There can be no doubt that they have benefited from the opportunity to observe closely Canadian scientific practice or that Canadian scientists have likewise benefited from the opportunity of observing Soviet scientists in the laboratory and associating with them daily.

NATIONAL RESEARCH COUNCIL CANADA

Moscow,
October 28, 1959

Dear Academician Nesmeianov:

Further to our recent discussions, I have the honour to suggest that the following might constitute the basis of an exchange programme between the Academy of Sciences of the U.S.S.R. and the National Research Council of Canada. I suggest that we commence the exchange with the 1960-61 academic year and that we agree to review the programme after two complete years of operation. During the 1959-60 academic years we will make every effort to effect at least a partial exchange programme.

I *Exchange of Lecturers:*

(a) The Academy of Sciences of the U.S.S.R. and the National Research Council of Canada will have an annual exchange of three highly qualified scientists for a period of up to three weeks to give lectures, to conduct seminars and to acquaint themselves with the scientific establishments and the research work of the other country.

(b) The receiving institutions shall suggest the general field of the lectures and the sending institution shall recommend the lecturer.

II *Exchange of Scientific Workers:*

(a) The Academy of Sciences of the U.S.S.R. and the National Research Council of Canada will have an annual reciprocal exchange of up to seven scientific research workers to carry out research work in the scientific establishments of the other country for periods ranging from three to nine months.

(b) The sending institution shall recommend the scientists and suggest their research themes. The receiving institution shall provide research facilities in the specified fields at leading scientific establishments.

III *Arrangement of the Annual Exchanges:*

The foreign division of the Academy of Sciences of the U.S.S.R. and the National Research Council of Canada shall agree on the details of the exchange programme for the following academic year not later than the 1st of September each year. The schedule of exchanges confirmed at this time shall set out:

(a) The fields of the lectures suggested by the receiving institutions;

(b) The field of the research work of the scientific researchers suggested by the sending institution;

(c) And, where possible, the names of individuals and dates of their visits.

Note: Preliminary agreement on all aspects of each individual visit will be reached as soon as possible by correspondence between the two institutions in the period preceding confirmation.

IV *Finances:*

(a) The sending institution shall pay travelling expenses to and from Ottawa and Moscow respectively. The receiving institution shall pay travelling expenses within the country where the travel is directly connected with the purpose of the visit.

(b) The receiving institution shall provide, free of charge, living quarters, at a standard appropriate to that country, and medical aid. Where applicable, the receiving institution shall make available to the scientist free of charge facilities for carrying out scientific work and for reading lectures in scientific establishments, libraries and archives.

(c) The receiving institution shall pay an honorarium to the lecturers exchanged under I corresponding with the norms existing in that country.

(d) The sending institution shall pay to the scientific workers exchanged under II a monthly stipend sufficient to meet all living expenses not covered by (a) and (b) above.

V *General Questions:*

(a) The sending institution shall provide the receiving institution with final information about visiting scientists (biographical data, information about scientific themes and research, etc.) not later than two months before the arrival of each scientist. On notification that the receiving institution will accept the scientist, the sending institution shall ensure that visas are applied for and that the usual details concerning dates of departure and itineraries are provided not later than fourteen days before the proposed date of departure for the other country.

(b) Visa applications shall be made through normal channels. All other correspondence dealing with this exchange shall be carried on between the foreign divisions of the Academy of Sciences of the U.S.S.R. and the National Research Council of Canada.

I would suggest that, if the above proposals are acceptable to the Academy of Sciences of the U.S.S.R., this letter and the Academy's reply constitute a working arrangement between the two institutions which shall be effective from the date of their reply.

With kind regards.

Yours sincerely,
(Sgd.) E. W. R. Steacie
President.

Academician A. N. Nesmeianov,
President,
Academy of Sciences of the U.S.S.R.,
M o s c o w.

APPOINTMENTS AND POSTINGS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. R. L. Rogers posted from the Office of the High Commissioner for Canada, London, to the Delegation of Canada to the North Atlantic Council, Paris. Left London September 27, 1960.
- Mr. P. Dumas posted from the Permanent Mission of Canada to the European Office of the United Nations, Geneva, to the Canadian Embassy, Belgrade. Left Geneva September 28, 1960.
- Mr. H. B. Singleton posted from the Canadian Embassy, Helsinki, to Ottawa. Left Helsinki October 1, 1960.
- Mr. J. W. O'Brien posted from the Canadian Embassy, Washington, to Ottawa. Left Washington October 1, 1960.
- Mr. C. E. Campbell posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi. Left Ottawa October 3, 1960.
- Mr. P. F. Brady appointed to the Department of External Affairs as Foreign Service Officer 1 effective October 17, 1960.
- Mr. W. R. Campbell posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi October 20, 1960.
- Mr. A. C. Lapointe posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi October 25, 1960.
- Mr. R. W. MacLaren posted from the Canadian Legation, Prague, to Ottawa. Left Prague October 27, 1960.
- Mr. T. C. Hammond posted from Ottawa to the Canadian Embassy, Havana. Left Ottawa October 29, 1960.
-

TREATY INFORMATION

Current Action

Bilateral

Venezuela

Exchange of Notes between Canada and Venezuela renewing for one year the commercial *modus vivendi* of October 11, 1950.
Caracas, October 10, 1960.
Entered into force October 11, 1960.

Publications

Canada Treaty Series 1951 No. 38. Exchange of Notes between Canada and the Union of South Africa agreeing to the temporary suspension of the preferential rate of duty on wool not further advanced than scoured for a period of one year ending not later than 31 March 1952. Signed at Cape Town April 27, 1951. In force April 1, 1951.

- Canada Treaty Series 1958 No. 26.* Exchange of Notes between Canada and The West Indies giving formal effect to the statement of principles agreed between the two countries for co-operative economic development of The West Indies. Signed at Ottawa October 18, 1958. In force October 18, 1958.
- Canada Treaty Series 1958 No. 32.* Multilateral declaration to denounce Part II of the Inter-American Radio Communications Convention. Done at Washington December 20, 1957. Signed by Canada December 20, 1957. In force for Canada December 20, 1958.
- Canada Treaty Series 1959 No. 6.* Exchange of Notes between Canada and the United States of America concerning arrangements for dredging and disposal of spoil in the St. Clair River and Lake St. Clair, Ottawa, February 27, 1959. In force February 27, 1959.
- Canada Treaty Series 1959 No. 7.* Agreement between the Government of Canada and the International Atomic Energy Agency for the supply by Canada of Uranium to the Agency. Vienna March 24, 1959. In force March 24, 1959.
- Canada Treaty Series 1959 No. 10.* Exchange of Notes between Canada and the U.S.A. concerning the establishment in Canada of short-range tactical air navigation facilities at Nine Sites (TACAN). Ottawa, May 1, 1959. In force May 1, 1959.
- Canada Treaty Series 1959 No. 13.* International Agreement for the creation at Paris of an International Office of Epizootics. Done at Paris January 25, 1924. Instrument of accession of Canada deposited April 14, 1959. In force for Canada April 14, 1959.
- Canada Treaty Series 1958 No. 31.* International Convention for the Prevention of Pollution of the Sea by Oil, 1954. Done at London May 12, 1954. Signed by Canada May 12, 1954. Instrument of acceptance of Canada deposited December 19, 1956. In force for Canada July 26, 1958.
- Canada Treaty Series 1959 No. 9.* Exchange of Notes between Canada and the United States of America concerning the construction and equipment required for the augmentation of communications facilities at Cape Dyer, Baffin Island (DEW EAST). Deemed to have taken effect as from January 15, 1959.
- Canada Treaty Series 1959 No. 15.* Exchange of Notes between Canada and Venezuela renewing for one year from October 11, 1959, the commercial *modus vivendi* of October 11, 1950. In force October 11, 1959.
- Canada Treaty Series 1959 No. 16.* Agreement between the Government of Canada and the Government of the United States of America for co-operation on the uses of atomic energy for mutual defence purposes. Signed at Washington May 22, 1959. In force July 27, 1959.
- Canada Treaty Series 1959 No. 23.* Convention between the Government of Canada and the Government of the Republic of Finland for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa March 28, 1959. Instrument of ratification of Canada deposited December 29, 1959. In force December 29, 1959.
- Canada Treaty Series 1952 No. 35.* Exchange of Notes (October 8, 1952) between Canada and Venezuela renewing for one year the commercial *modus vivendi* of October 11, 1950. Signed at Caracas October 8, 1952. In force October 11, 1952.

EXTERNAL AFFAIRS

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International Agreement on Columbia River

Low-cost hydro-electric power has long been a potent stimulant to the Canadian and United States economies. As the demand for electricity has increased, so have the efforts to develop the water resources of each country. Thus the recent announcement by Prime Minister Diefenbaker and President Eisenhower that agreement had been reached on the basis for the drafting of a treaty for the co-operative development of the water resources of the Columbia River basin, to increase the production of hydro-electric power and improve flood control in the area, is of tremendous economic significance to both countries. In addition, the implementation of the proposed plan will provide a further example of co-operation between Canada and the United States in the development of their respective resources for their mutual benefit.

Ideal Conditions for Co-operation

The Columbia River system is particularly well suited to a co-operative type of development, since most of the best remaining storage sites are located in Canada and much of the existing and potential generating capacity is situated in the United States. Thus, both countries stand to gain from a sensible arrangement for co-operation.

From an international point of view, the proposed arrangement is of particular interest because it would be the first development of such dimensions anywhere in the world involving the operation of upstream storage in one country in order to create benefits in the downstream country to be shared by both.

Columbia Lake in the Rocky Mountains in British Columbia is the source of the Columbia River, which flows northwest for about 170 miles and then turns south, to flow through the Arrow Lakes and cross the border into the United States near the town of Trail, British Columbia. It follows an S-shaped course through the states of Washington and Oregon before reaching the Pacific Ocean (see map on page 872). One of the greatest rivers in North America, the Columbia is approximately 1200 miles long and during its course drops some 2650 feet from source to sea level. Its principal tributary in Canada, the Kootenay River¹, rises to the east of Columbia Lake, flows south across the border through the states of Montana and Idaho and loops back into Canada to join the Columbia near the outlet of the Arrow Lakes. In its natural state there is a considerable variation in the flow of the Columbia River at the boundary, both during the year and from year to year. The heavy run-off occurs in the spring and summer.

¹This river is known as the Kootenay in Canada and the Kootenai in the United States. The difference in spelling is believed to have originated in early attempts at the phonetic spelling of an Indian name.

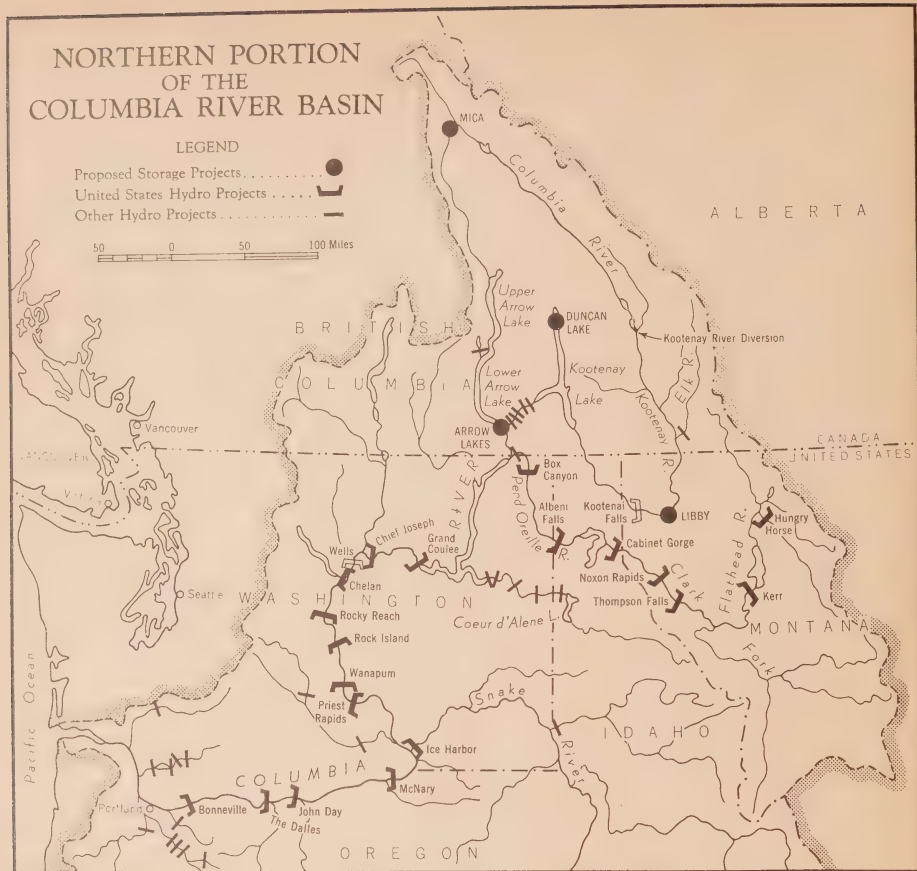
Variations in the flow of the Columbia result in variations in the output of hydro-electric plants if they are dependent on the normal flow. Hydro-electric power cannot be stored — it must be used as it is generated. Water, however, *can* be stored. Water retained in reservoirs during periods of super-abundance can be released when the natural flow is reduced, thus making the volume conform to power requirements throughout the year. This permits more efficient use of generating equipment and increases the guaranteed output of electricity for domestic and industrial uses.

Flood Problem

Severe flooding in the lower regions of the Columbia River has been a constant threat and problem during unusually high water periods, and upstream storage dams capable of holding back excess flows are an obvious solution. Storage in the reservoirs would be reduced to meet power demands during the winter months, thus providing opportunity to store the high flows of spring and early summer that now cause extensive flood damage in the lower Columbia River valley. Some large multi-purpose projects have been constructed on the United States portion of the Columbia River for power and flood control. However, additional upstream storage is required to develop the full potential of the river for power purposes and to meet flood-control requirements in the United States. In 1944 the two governments requested the International Joint Commission (Canada-United States)¹ to undertake investigations to determine whether further development of the water resources of the Columbia River basin would be practicable and advantageous to both countries. At this time, while considerable power development had taken place in the United States portion, only limited use of the water resources of the basin was being made in Canada. An International Columbia River Engineering Board was established by the Commission. This body, in the course of its studies, determined that there were a number of sites in Canada suitable for the construction of large storage reservoirs that could be used to regulate the Columbia River for the benefit of the United States as well as Canada. The Board concluded that better use could be made of the water resources of the basin for the mutual advantage of both countries, particularly for the generation of power and improved flood protection.

The engineering studies raised an immediate problem. If storage reservoirs constructed in Canada were operated in such a way as to create benefits in the United States, how should such benefits be measured and how should they be divided between the two countries? The International Joint Commission was therefore asked in January 1959, by the Governments of Canada and the United States, to recommend principles for the calculation and allocation of benefits

¹Pursuant to the Boundary Waters Treaty of 1909, an International Joint Commission of the United States and Canada was established to facilitate the settlement of questions of mutual interest to Canada and the United States.



that might result from the co-operative development of the Columbia River system, with particular regard to electrical generation and flood control.

On December 29, 1959, the Commission submitted its recommendations to the two governments in a report entitled "Principles for Determining and Apportioning Benefits from Co-operative Storage of Waters and Electrical-Interconnection within the Columbia River System".

Direct Negotiations

The next phase began on February 11, 1960, with the commencement of direct negotiations between representatives of Canada and the United States to formulate an agreement to cover the selection, construction and co-operative use of specific projects. The chairman of the Canadian delegation is Mr. E. D. Fulton, Minister of Justice. The United States chairman is Mr. E. F. Bennett, Under-Secretary of the Department of the Interior. The negotiators were greatly assisted by the work of the International Joint Commission and its Engineering Board, which had laid the groundwork.

On September 28, 1960, the negotiators submitted a joint progress report recommending "the basic terms which in their opinion should be included in an agreement for the co-operative development of the water resources of the Columbia River basin that will operate to the mutual advantage of both countries". It was further recommended that the agreement should be in the form of a treaty.

On October 19, 1960, by an exchange of notes, the governments accepted the recommendations in the progress report as the basis for the drafting of a treaty. It was further agreed that a draft treaty should be prepared for submission to governments by the end of 1960 if possible.

Under the proposed treaty, which would have a minimum term of 60 years, Canada, at its own expense, would construct and operate reservoirs providing 15.5 million acre feet¹ of storage usable for regulating the flow of the Columbia River so as to increase hydro-electric power generation and improve flood control in the United States in accordance with an agreed assured plan of operation. The additional storage would more than double that presently available for regulation of the flows of the main stream of the Columbia River.

Quid Pro Quo

In return for this regulated storage, Canada would receive one-half of the increase in hydro-electric power downstream in the United States attributable to the operation of the Canadian storages during the period of the treaty. In addition, the United States would pay to Canada a sum equivalent to half the estimated flood-control benefit in the United States attributable to Canadian storage during the 60-year period.

To provide storage in Canada, the negotiators have recommended the construction of dams at or near Mica Creek on the Columbia River, the outlet of Arrow Lakes and the outlet of Duncan Lake (see map). Operation of 8.5 million acre feet would start within five years from the date the treaty comes into force and the balance within nine.

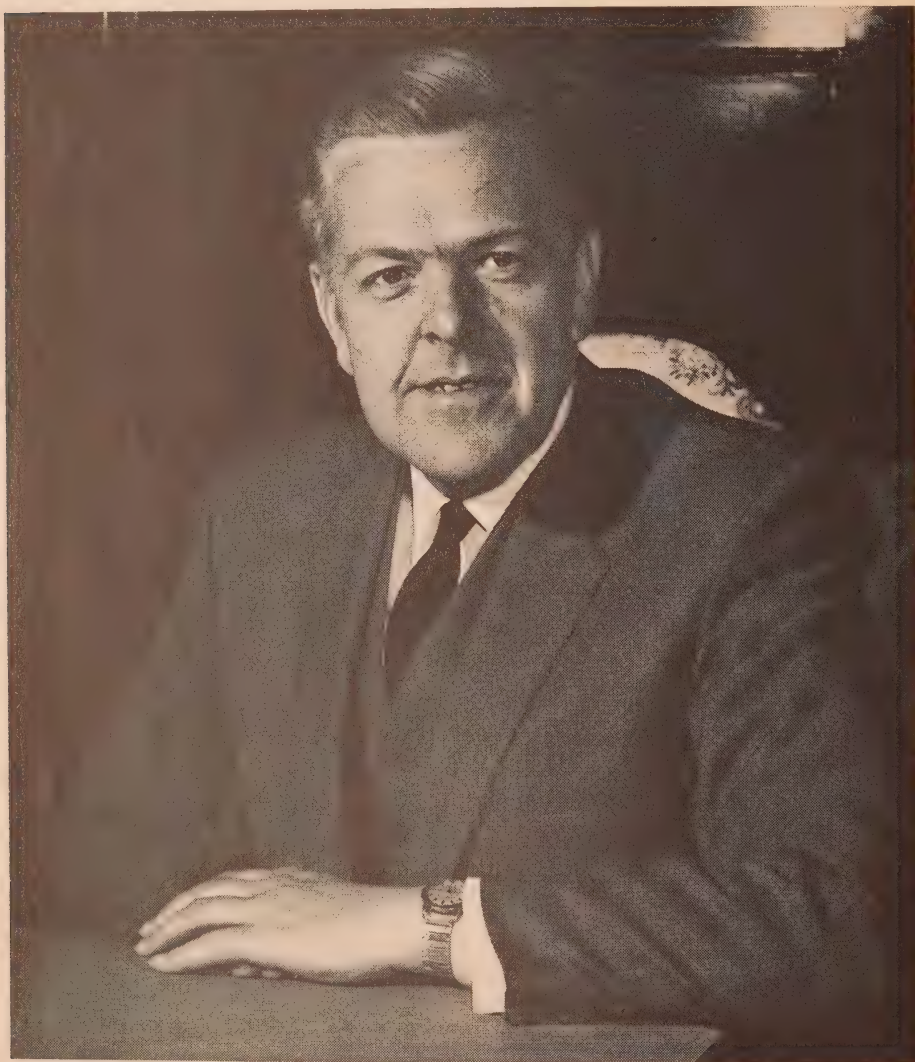
The United States portion of the Columbia River has been highly developed for power purposes. However, the availability of the Canadian storage would result in a substantial increase in the dependability of United States output. The proposed storage in Canada would bring about a large increase in production from existing generators in the United States. It would also facilitate the installation of additional units at the existing plants and, probably, the construction of at least one new plant on the main stream of the Columbia to meet the expected increases in demand. It is estimated that initially, on completion of the Canadian storages, there would be an increase at existing hydro-electric plants downstream in the United States of about 2,600,000 kilowatts of depend-

¹An acre foot is the unit of measurement for the capacity of a reservoir, and is the volume contained in 1 acre of water 1 foot deep.

able capacity and an increase in average annual usable energy of over 13 billion kilowatt hours a year. ("Dependable capacity" is the guaranteed rate at which electrical energy can be supplied to meet a specified demand at any time. "Average annual usable energy" is the amount of electrical energy actually generated in one year on the average).

Huge Power Benefits

The initial downstream power benefits attributable to the operation of Canadian storage would exceed the output of any existing hydro-electric power-plant in



Mr. E. D. Fulton, Canadian Minister of Justice, who headed the Canadian delegation during the recent negotiations concerning the sharing of the water-power benefits of the Columbia River basin between Canada and the United States.

either country. Canada's share would be substantially greater than the output from either the power-plant recently constructed by Ontario Hydro on the St. Lawrence River or the Kitimat development in British Columbia.

Under the proposed timetable for construction, both countries would receive large blocks of low-cost power at a time when forecasts indicate there will be substantial increases in demand.

Effective flood control on the Columbia River requires that storage be well distributed over the basin to provide control of all the flood-producing area. The proposed Canadian storages would provide significant assistance and would result in an estimated total annual benefit to the United States of over \$6 million a year for the life of the treaty. As noted above, it has been recommended that these benefits be shared equally. The United States would pay Canada lump sums equivalent to half the value of the flood-control benefits attributable to each storage. The payments would be made on commencement of operation of each storage and would be calculated by capitalizing the annual value over a period equal to 60 years less the time required for construction of the project. The total of flood-control payments to Canada under the recommendations have been tentatively estimated at about \$65 million.

Costs to Both Governments

The capital cost to Canada for the construction of the storage reservoirs required to produce the downstream benefits is estimated at approximately \$345 million. Transmission facilities to be constructed in Canada to deliver Canada's share of the power benefits to the market areas are expected to cost about \$114 million. There would be no cost sharing between the two countries; this aspect of the proposed agreement is one of the most important, since it would enable each country to retain full control of its resources and of the construction costs. However, according to an analysis published by the United States Government, the United States would expect to spend, in addition to the large investment already made in generating plants on the River, about \$345 million during the first 25 years of the agreement to provide additional generating units and transmission facilities to take full advantage of the Canadian storage and to provide for the delivery of the power benefits to the border. In addition there would be the flood-control payments to Canada totalling approximately \$65 million referred to above.

Under the terms of the proposed treaty, the United States would have an option for five years to create a trans-boundary reservoir on the Kootenay River to provide 5 million acre feet of storage by the construction of a dam, at its expense, near Libby, Montana. If this project is proceeded with, both countries would retain all power and flood-control benefits attributable to its operation that occur in their respective countries. In consideration of the retention of all such benefits as may accrue in Canada, Canada would, at its own expense, provide and prepare the area required in Canada for the reservoir. The capital

cost of the Libby project to the United States has been estimated at approximately \$320 million. The cost to Canada of providing the area required in Canada for the reservoir was estimated by the International Columbia River Engineering Board to be in the neighbourhood of \$8 million.

Water Diversions in Canada

The recommendations also provide for the diversion of 1.5 million acre feet of water from the Kootenay River to the headwaters of the Columbia River by Canada about 1980, when this additional flow would be useful for the generation of power in Canada. Other diversions from the Columbia River upstream from the point at which it crosses the boundary, or from its tributaries that cross the boundary, would be precluded except for local irrigation purposes.

The foregoing is a summary of the principal provisions of the recommended plan of development. Other matters such as responsibilities of operating entities to be designated by each party are also dealt with in the progress report. The next phase, now under way, is the drafting of a treaty for submission to governments.

The aim of the negotiations is to achieve agreement for the co-operative development of the water resources of the Columbia River basin for the mutual advantage of Canada and the United States. Implementation of the proposed plan would enable each country to secure greater benefits at less cost than either could obtain independently. Thus, the construction and operation by Canada of storage reservoirs would allow the United States to increase its supply of firm power and improve flood protection in the Pacific Northwest states more cheaply than by alternatives available to the United States. For its part, Canada would receive half the downstream power benefits attributable to Canadian storage and would thus get more and cheaper power than could be secured independently. In addition, the dams to be constructed in Canada would permit the production of substantial quantities of hydro-electric power in Canada, as and when the demand warrants, by the installation of generating facilities in Canada at the dams and at other sites. These substantial additional benefits could be achieved without interference with Canada's international commitment under the proposed treaty.

Incidental Benefits

Regulation of the Columbia River for hydro-electric power and flood control would also produce incidental but important benefits for navigation, irrigation, recreation, pollution control and water supplies for domestic and industrial use on both sides of the boundary.

Prime Minister Diefenbaker and President Eisenhower have emphasized the importance of the proposals as an example of co-operation between neighbouring nations for the development of natural resources for their mutual advantage.

Evidence of the spirit with which the negotiations have been undertaken is perhaps best illustrated by the following extract from the joint progress report:

The delegations have been conscious of the fact that, in arriving at terms which will be acceptable to both countries in a development of such far-reaching significance, it was not possible for either of them to adopt a position that took no account of the interests and aims of the other. The recommendations contained in this report accordingly represent, in a number of cases, accommodations which, in our opinion, have the result that, while there may be areas in which particular objectives on both sides have been modified, yet the interests of both countries will be advanced if these joint recommendations are accepted.

The Organization of American States

THE charter of the Organization of American States was signed on April 30, 1948, by representatives of the 21 republics of the Americas meeting in Bogota at the Ninth International Conference of American States and entered into force on December 13, 1951, when the fourteenth ratification was deposited by Colombia. The charter provided a new legal framework for the system of inter-American co-operation that had evolved during the nineteenth and the first half of the twentieth centuries.

The idea of co-operation between American states found its first expression in 1826, when several representatives of newly-created American republics met in Panama in response to a call by Simon Bolivar to organize a league of states. The 130th anniversary of this first call for unity was celebrated in 1956 by a gathering of the presidents or presidents-elect of 19 of the 21 members of the Organization of American States. Bolivar's hope for unity ran counter to the strong pride of independence of the new republics, and it was not possible to organize a league of American states in his lifetime. Nonetheless, there was a recognition of common ties and interests, and during the nineteenth century further meetings took place between representatives of certain of the Latin American republics.

Early History

What is considered as the first International Conference of American States was held in 1889, and led to the establishment of the International Union of the American Republics. This association had no written constitution or charter, and its chief purpose was to promote cordial relations among the American republics through trade relations and the collection and publication of information concerning commerce and industry. The Union acted through a bureau called the Commercial Bureau of the American Republics, which was renamed, in 1902, the International Bureau of American Republics. In 1910, at the Fourth International Conference of American States, the official title of the association was changed to Union of American Republics, and that of the Bureau to Pan-American Union.

The Monroe Doctrine is evidence of the early interest of the United States in hemisphere affairs. It was enunciated by President Monroe to Congress in 1823, when he stated that any interposition for the purpose of oppressing independent American governments or controlling in any other manner their destiny by any European power would be viewed as a manifestation of an unfriendly disposition towards the United States. While it is only in recent times that the United States has assumed a commanding position in world diplomacy, it has long played a prominent role within the hemisphere.

The inauguration of the “good neighbour” policy by President Franklin D. Roosevelt in 1933 gave a new impetus to inter-American co-operation. The United States made clear its intention to work with the republics of Latin America in a spirit of friendship and equality. This made possible close co-operation in the face of the threat presented by the “Axis” powers.

After Second World War

The victory of the allied powers and the formation of the United Nations raised the problem of the proper role and the most suitable institutional framework for inter-American co-operation in the postwar period. Latin American statesmen were convinced of the value of regional arrangements, and it was on their insistence that Articles 52, 53, and 54 were included in the Charter of the United Nations, to provide, *inter alia*, that members of regional agencies “shall make every effort to achieve a specific settlement of local disputes through . . . such regional agencies before referring them to the Security Council”. The charter of the Organization of American States, for its part, specifically states that the Organization is a regional agency within the United Nations (Article I). Precedents have been established on the relation between the two organizations. The Security Council, for example, on July 19 of this year adjourned consideration of a Cuban complaint that was already under consideration by the Organization of American States Council. In September, the Soviet Union proposed that the Security Council approve a resolution of the Organization of American States regarding sanctions against the Dominican Republic, but the Security Council adopted a resolution that simply took note of the report of the secretary-general of the Organization of American States on this matter.

The structural framework of the Organization of American States is outlined in the Charter. The supreme organ of the Organization of American States is the Inter-American Conference, which is held at five-year intervals. The executive body of the Organization is the Council of the Organization of American States, in which each member state has one representative with the rank of ambassador. The Council meets in Washington. “Pan-American Union” has been retained as the designation for the secretariat of the Organization. The secretary-general is appointed by the Council for a non-renewable term of ten years, and is an *ex-officio* member of the Council, although he does not vote.

Provisions of Charter

The Charter provides for meetings of consultation of ministers of foreign affairs to consider problems of an urgent nature and of common interest to the American states. The most recent meetings of consultation, the sixth and seventh respectively, were held in San José, Costa Rica, to consider a Venezuelan complaint against the Dominican Republic and a Peruvian request for an examination of threats to the security of the hemisphere.

The Inter-American Treaty of Reciprocal Assistance (the Rio Pact), which was signed in 1947, pledges its signatories to submit disputes between them to methods of peaceful settlement, and to undertake joint action in the case of an attack against any American state. The principles of the Rio Pact are reaffirmed in the Organization of American States Charter.

Inter-governmental Bodies

Inter-American co-operation has extended to many technical fields, and a number of specialized inter-governmental organizations have grown up in the course of time. The creation of the Organization of American States made it possible to consolidate inter-governmental organizations, and include them within the framework of the Organization of American States as specialized organizations. The Organization of American States also arranges for specialized conferences to deal with various technical matters. The charter of the Organization of American States provides for three technical organs, which operate under the Council: (a) the Inter-American Economic and Social Council, (b) the Inter-American Council of Jurists; (c) the Inter-American Cultural Council. There are, in addition, a large number of non-governmental inter-American bodies in such fields as architecture, medicine, law, and sports, with which the Pan-American Union (the secretariat) maintains informal liaison. In some cases, the specialized organizations of the Organization of American States have worked in close co-operation with the corresponding Specialized Agencies of the United Nations. The Pan-American Health Organization, for example, also functions as a regional office for the World Health Organization in the Americas. In other fields, there has been an effort to avoid unnecessary duplication of work, as in the case of the Inter-American Economic and Social Council and the Economic Commission for Latin America, which come under the Economic and Social Council of the United Nations.

Inter-American co-operation has expanded greatly since 1889, when the principal emphasis was given to commercial matters. The Organization of American States has established itself as an appropriate institution for the discussion of political differences amongst its members. The secretary-general of the organization has explained that "the devices used, friendly persuasion, good offices, conciliation, objective investigation of facts — are essentially designed to help the interested parties find themselves the most appropriate means to solve problems or differences".¹

Economic Co-operation

Inter-American co-operation in the economic field is becoming increasingly important. "Operation Pan-America," launched in 1958 by President Kubitschek

¹See Page vii of the Report submitted by the Pan-American Union to the Eleventh Inter-American Conference, Pan-American Union, Washington, 1959.

of Brazil, drew dramatic attention to the acute problems of economic development which, if not solved, might endanger democratic institutions and political stability in the hemisphere. The Inter-American Economic Meeting, which was held in Bogota in September 1960 as a result of this initiative, discussed a United States proposal for an inter-American programme of social development. The Act of Bogota, adopted at this meeting, recommended measures for economic development and social improvement, mentioning specifically taxation reforms, land-tenure legislation, agricultural credit, education, public health and housing.

The United States Government announced plans to provide \$500 million towards this programme as an initial contribution. The funds are to be administered largely through the Inter-American Development Bank, in which both the United States and Latin American countries are represented. The Inter-American Development Bank came into existence in December 1959, with an authorized capital of \$850 million, and is itself a notable advance in inter-American economic co-operation. The Bank will provide financial assistance for development projects, both through its own resources and by encouraging the investment of private capital.

Canada and the OAS

Canada is not a member of the Organization of American States, but participates in certain of its specialized agencies and technical organizations. It belongs to the Inter-American Statistical Institute, the Inter-American Radio Office, and the Pan-American Institute of Geography and History, to which it was admitted in October of this year. Canada is also a member of the Postal Union of the Americas and Spain, which does not come under the Organization of American States since it is open to states not members of the Organization. Canadian observers have been present at meetings of a number of specialized organizations, including the Pan-American Health Organization, the Inter-American Nuclear Energy Commission, and the Inter-American Conference on Agriculture. Canadian observers also attended the Extraordinary Meeting of the Inter-American Economic and Social Council in Rio de Janeiro in 1954, and the Economic Meeting of the Organization of American States in Buenos Aires in 1957. The Secretary of State for External Affairs announced in Parliament in May that the Government planned to send an observer to the next Inter-American Conference, which is scheduled to be held in Quito, Ecuador, in March 1961.

International Atomic Energy Agency

ANNUAL GENERAL CONFERENCE 1960

ALMOST seven years after President Eisenhower's call for an "Atoms-for-Peace Programme", and four years after the Statute of the International Atomic Energy Agency had been hammered out in New York, the Agency's fourth regular General Conference was held in Vienna, from September 20 to October 1, 1960. The 73 states that are now members were able to look back on a period of substantial growth and progress. True, the Agency had not yet become a busy clearing-house for fissionable materials, reactors and equipment. Nevertheless, through its information programme, its training courses, seminars and fellowships, its preliminary mission to advise governments on their nuclear programmes, through specific assistance projects undertaken under its sponsorship, and through work on regulatory standards for safety and health, the Agency had made a good beginning in its allotted task of accelerating and enlarging the peaceful uses of atomic energy so that all nations might eventually share the contributions of the nuclear age to peace, health and prosperity.

Viennese Amenities

The General Conference was held in Vienna, the home of the permanent headquarters of the IAEA. The capital of a now small and permanently neutral country, Vienna was built as the capital of the Hapsburg empire that, until the First World War, embraced many of the smaller states that now form part of the Soviet bloc. Its spacious palaces, beautiful public buildings, hotels and restaurants are all in keeping with its former role, and fit it admirably for the role it is now assuming as a seat for international organization, conferences and conventions. Part of the vast "Hofburg", the former Imperial Palace, has been converted into the official conference centre, and it was here that the General Conference was held. The palaces of the great aristocratic families of the Empire — the Auersberg Palace, the Palais Pallavicini, the Swarzenberg Palace — are all now used for receptions, and, following the opening of Austria's new reactor-centre at Seibersdorf, the Austrian Government offered a reception in the Schönbrunn Palace, the former summer place of the Emperors.

The research and reactor centre at Seibersdorf, about 20 miles from Vienna, was built by the Austrian Government with assistance from the United States. It is of twofold interest to the IAEA, in that it will not only materially assist one member state in adapting nuclear techniques to the needs of its economy but will also house separately a large laboratory that the Agency secretariat will operate. This will give new meaning to the work of the Agency and give its scientists an independent base for work on behalf of member states. The

objectives the Agency has already set for its research programme at Seibersdorf include:

1. Calibration and adaptation of measuring equipment;
2. Quality control of materials for nuclear technology;
3. Measurements and analysis in connection with the IAEA safeguards, health and safety programme;
4. Services for the member states.

No Ordinary Secretariat

The fact that the secretariat of the IAEA is able to operate a nuclear-research laboratory indicates that it is no ordinary secretariat, since, besides carrying out the many tasks involved in its administration, this body of some 600 scientists, lawyers, administrators, clerks and secretaries drawn from 39 nationalities, places orders and contracts, gives advice on nuclear policy to member states, undertakes "preliminary missions" to under-developed states to assist them in planning nuclear programmes, carries out laboratory tests on standards, in consultation



CANADIAN DELEGATION TO IAEA GENERAL CONFERENCE

Front row (left to right): M. H. Wershof, Head of Delegation, Canadian Ambassador in Geneva; J. L. Gray, President of Atomic Energy of Canada Ltd.; Klaus Goldschlag, Canadian Embassy, Vienna. Second row (left to right): R. W. Murray, Canadian Embassy, The Hague; Miss Dorothy Burwash, Department of External Affairs, Ottawa; J. W. Greenwood, AECL, Ottawa.

with related organizations and interested governments does preparatory work on safety codes, health codes and transportation regulations, and studies the various projects proposed by members, so that the policy-making bodies of the Agency may have all the relevant factors before them when making their decisions.

Policy Bodies

The two policy-making bodies of the IAEA are the General Conference, which meets once a year, and the Board of Governors, which meets four or five times a year. Canada and four others of the countries most advanced in nuclear technology sit on the Board of Governors, as do eight countries designated as most advanced in nuclear research in their geographical areas or as being important producers of nuclear raw materials or suppliers of technical assistance. Ten more members of the Board are elected by the General Conference, making a total of 23. The Board is thus small enough, representative enough, and assembled frequently enough to give detailed direction to the work being carried out by the secretariat. Within its terms of reference, it is also able to propose regulations — for instance, on health, safety, and transportation of nuclear materials — and to prescribe the safeguards to be applied to nuclear materials provided by the Agency, and to approve individual projects proposed by member states and processed by the secretariat. It thus has a dual function. In some respects it is the executive arm of the General Conference supervising the work of the Agency; in other respects, it is competent to act without reference to the General Conference. For its part, the General Conference is presented annually with a report by the Board on the operations of the Agency and with specific recommendations on issues that fall directly within its competence.

Views of Delegates

The General Conference, bringing together the entire membership of the Agency, has several very important functions including the control of the Agency's purse, but undoubtedly the most important of all is to indicate what the individual members consider valuable in the work done so far and which programmes could usefully be expanded in the future. It was, therefore, gratifying to hear speaker after speaker express his nation's appreciation of the work of preliminary missions, of fellowships, training programmes and specific assistance projects. Even the Soviet Union, which has at times been critical of the Agency, spoke with satisfaction of the organization of scientific conferences and symposia, of scientific and technical publications it considered useful, of better results in rendering technical assistance to less-developed countries and of the value of the training programme. Many of the more-developed states spoke with praise of the work of the Agency in establishing health and safety standards, devising means of transporting nuclear materials, and arranging for the safe disposal of nuclear wastes. In almost all the speeches, there was emphasis on the needs of the under-developed countries; undoubtedly, the Agency will try to find other ways

to make nuclear techniques accessible to these nations. There were words of warning too: the delegates of the United Kingdom expressed concern that too many scientists and engineers might be attracted by the facilities offered for nuclear training, away from fields of more immediate need. Other countries warned that power reactors were still in the experimental stage and that much more research and development would be needed before they would be available for use throughout the world. Many maritime nations expressed vital interest in the research programme of the Agency on the disposal of nuclear wastes in the seas. The United States delegate noted the general concern on this subject, but declared that the solution must be a realistic one; on the one hand, the world must not be contaminated, while, on the other, the standards governing disposal must not be so extreme or expensive "that man will be denied the enormous benefits which the atom holds in store for him".

Undoubtedly the many suggestions made will prove their value in the future. The valuable function performed in this way by the General Conference, however, is often obscured by efforts to introduce into this debate issues more appropriate to other forums, such as the United Nations. At the recent Conference, for example, the delegates of the Soviet bloc forced debate on the need for general disarmament, an issue that, however important in itself, is not directly related to the work of the Agency and on which no progress could have been made by the General Conference.

Programme and Budget

The needs of the member states emerged most clearly in the discussion of the programme and budget. With 73 nations at every stage of development represented in the Agency, it is inevitable that there are many different interests of which the programme must take account. Any programme must represent a compromise among these interests and the balance is a precarious one, particularly as the budgetary resources are limited. The Conference approved a regular budget of just over \$6 million, to be raised by assessment. This sum must cover all the regular expenses of running the Agency as well as expenses incurred on activities judged to serve the interests of the membership of the Agency as a whole. In addition, there is the so-called operational programme of the Agency which comprises technical assistance projects, fellowships and the establishment of laboratory facilities. This programme is expected to cost \$1.8 million in 1961; this sum must be raised by voluntary contribution. As the Agency has had difficulty in meeting the target for voluntary contributions in the past, the Canadian and other delegations suggested that members make their voluntary contributions whenever possible on the same proportionate scale as their assessed contributions. In the Pledging Committee, the Canadian delegation announced that Canada's pledge of \$52,020 for 1961 had been calculated on that basis. It was heartening that pledges for 1961 were considerably higher than for 1960, although still far short of the \$1.8 million target. The Soviet Union has again

refused to make any pledge, arguing that the funds which it placed at the Agency's disposal two years ago for the purchase of Soviet equipment had still not been used. In instances of this kind, where members pledge contributions in such a form or subject to such conditions that they are for all practical purposes unusable, the only result is, of course, that the programmes of the Agency must be curtailed.

Safeguards System

The main achievement of the General Conference was to demonstrate that a large majority of the members support the implementation of a system of safeguards on the lines approved by the Board of Governors, to ensure that materials provided to assist peaceful nuclear programmes should not be diverted to military uses. Canada had more than one reason to be satisfied with the results of the debate on this issue. For one thing it was a Canadian scientist, Mr. Roger M. Smith, who, as Director of the Division of Safeguards, took a prominent part in the formulation of the principles and procedures on which the safeguards system is to be based. More important, it has always been Canada's policy in supplying nuclear materials under bilateral agreements to insist on the inclusion of safeguards provisions, a policy which would become difficult to maintain if other suppliers did not continue to do so. It is Canada's hope that, with the endorsement given by the Conference to the safeguards rules, they may soon be put into practice, and may thenceforth serve not only as an essential part of the Agency's operations, but also as a pattern for all bilateral agreements between suppliers and purchasers of nuclear materials. In this spirit, the Canadian and Japanese delegations announced their agreement to undertake discussions with a view to transferring to the Agency the administration of the safeguards provisions of the Canadian-Japanese bilateral agreement on atomic energy.

African Membership

In the United Nations, 1960 has become known as "Africa Year" because of the emergence to nationhood and membership of so many states of Africa. One of the highlights of the General Conference was the warm welcome extended to new African states by the members of the IAEA. Ghana, Senegal and Mali, the first of these states to apply, were unanimously approved for membership and Ghana was actually able to take its seat in the Conference as the 72nd member of the Agency after its Instrument of Ratification had been deposited in Washington in accordance with the requirements of the Agency's Statute. A surprise development, but one that had unanimous support, was a resolution sponsored by a number of states from Africa and the Middle East, recommending that the Board of Governors consider amendment of the Statute to increase the representation of Africa on the Board. At present the Union of South Africa holds a seat as the country deemed to be the most advanced in nuclear technology in the area "Africa and the Middle East", and one other member from

that wider area is eligible to hold an elective seat. Although the Statute of the Agency is not scheduled for revision before 1962, it was felt that action should be taken as early as possible to meet the appeal of the new African states for more adequate representation on the Board of Governors.

Value of Informal Contacts

The whole value of the General Conference cannot be assessed by a mere description of the formal business transacted, for much of the value of it lay in the informal contacts established. Of these, probably the most important were the contacts between the nuclear authorities of the various member states. It is difficult to say exactly how many heads of atomic energy agencies attended the Conference with their national delegations, for the names of the national bodies and offices vary greatly. At least 17 heads of national atomic energy agencies participated in the Conference, and there was an equivalent number who were directors or commissioners of national atomic energy agencies, although they may not have been the actual heads of their agencies. In still other cases, the secretaries or senior scientists from national atomic energy agencies participated with their delegations. The Conference thus provided an ideal meeting ground for nuclear authorities, and the value of these contacts cannot be calculated. Lorne Gray, President of Atomic Energy of Canada Ltd., was present for the early part of the Conference, as were Sir Roger Makins, Chairman of the Atomic Energy Authority of Great Britain; John A. McCone, Chairman of the Atomic Energy Commission of the United States; Dr. H. J. Bhabha, Chairman of the Indian Atomic Energy Commission; Pierre Couture, Chairman of the Atomic Energy Commission of France, and Professor V. Emelyanov, Chairman of the U.S.S.R. Council of Ministers State Committee on the Utilization of Atomic Energy. Professor Nadjakov, head of the Bulgarian Atomic Energy Commission, was elected President of the General Conference — the first time a scientist has held this post.

Mr. Molotov, who had been posted from Ulan Bator to Vienna as the Soviet resident representative to the Agency, naturally attracted great attention from the press and public, though he was not the head of the Soviet delegation.

Other Important Results

Although the General Conference will be remembered chiefly because of the solid endorsement given to the system of safeguards, it was, as this article has attempted to show, important for many other reasons. It launched the Agency with confidence into a new year of activity and posted a record in which all members could take satisfaction. In its four years of growth the Agency has sent technical missions to 44 countries and equipment and supplies to 13 countries; placed 57 research contracts with companies and institutions in 24 different states, and awarded 973 fellowships to students from 38 countries. Its seminars, symposia, publications and training courses have assisted greatly in spreading

knowledge of nuclear techniques. Its work on regulatory standards for health and safety promises great benefits at a time when national laws are still flexible enough to be adapted to a co-ordinated international approach. Only in its role as the world's clearing-house for nuclear materials, originally conceived as its primary function, has the Agency not yet been given an opportunity to live up to expectations. A somewhat unexpected increase in the availability of conventional fuels and the consequent delay in developing power reactors to produce electricity on a competitive basis with power stations fueled by oil or coal has been a major reason for the Agency's failure to develop along these lines. The delay in the advent of the nuclear era is, however, not entirely devoid of advantage, as the Director General of the Agency, Sterling Cole, pointed out:

It could be said that we have unwittingly been given a needed respite, that we have been given a few years in which to prepare the conditions under which a full utilization of nuclear energy will have due regard for the protection of the safety and interests of the public, and under which the benefits will be accessible not only to a few but to all.

Canada Visits Philadelphia

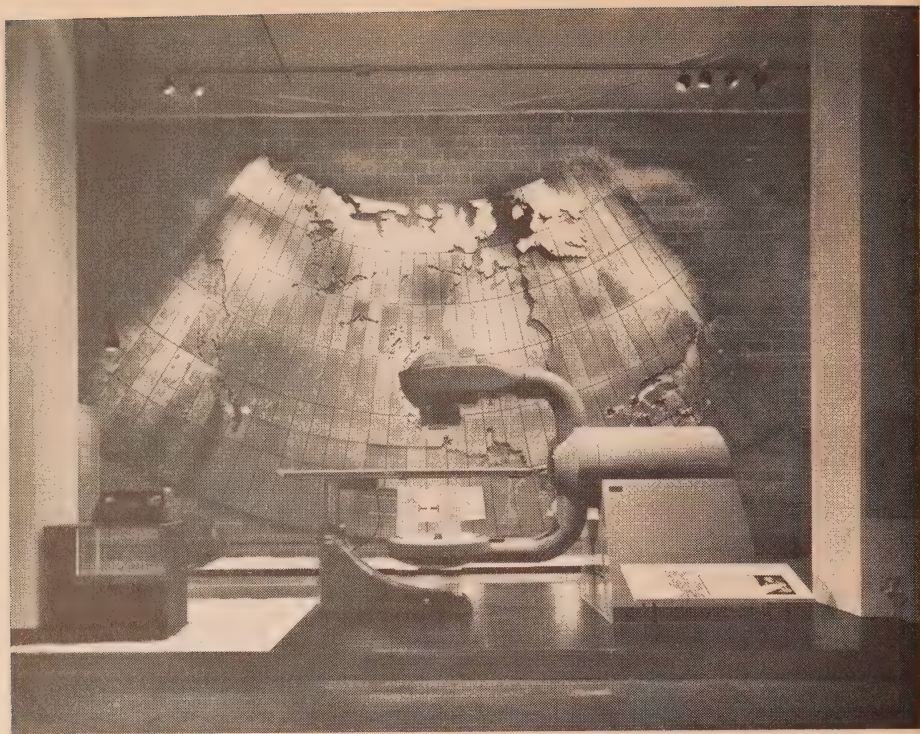
ON SEPTEMBER 28 of this year, the exhibition "Canada Visits Philadelphia", presented by the Commercial Museum of that city in co-operation with the Canadian Government, was opened by the Mayor of Philadelphia, Mr. Richardson Dilworth, and the Canadian Consul General in New York, Mr. Harry S. Scott. The formal opening and the reception that followed were attended by about 500 guests including civic officials, foreign consuls, and representatives of social, cultural and business organizations of Philadelphia. This function had been preceded by a preview of the exhibit for press, radio and television representatives. At the entrance to the Museum, the shields of the ten provinces and the presence of a Member of the Royal Canadian Mounted Police in uniform provided a colourful introduction to an exhibition that provided as its central display feature a "Panorama of Canada Today".

This exhibition, which was seen by about 40,000 people before it closed on November 20, provides an interesting recent example of one very effective type of information work done abroad in support of the external interests of the Canadian Government. It also indicates the kind of co-ordinated effort on the part of a number of agencies of the Government that is required to produce an exhibition. For both these reasons, it might be interesting to note something of the history and organization of this particular exhibition, and to describe some of the display techniques used to present a general impression of Canada to people in another country.

Genesis of Exhibit

After the Brussels World Fair closed in 1958, the directors of the Commercial Museum, which is operated as part of the vast Trade and Convention Centre in Philadelphia, requested that a large part of the display from the Canadian Pavilion at Brussels should be exhibited in the Commercial Museum. This idea did not prove possible of realization at the time, but steps were subsequently taken to assemble a suitable Canadian display to be shown in the Commercial Museum at a later date. This entailed co-operation between many government departments and agencies in Canada, primarily between the Department of External Affairs and the Canadian Government Exhibition Commission. Both the Department in Ottawa and the Canadian Consulate General in New York were closely concerned with planning the contents of the exhibit, as was the Exhibition Commission, whose artists also designed the layout of the display, which was then assembled by the Commission's technicians.

The central core of the exhibit, which was entitled "Canada Visits Philadelphia", was a two-dimensional display of wall panels, originally entitled "Panorama of Canada Today". This shows, by means of photomontage, wall charts and



An outstanding feature of the exhibition "Canada Visits Philadelphia" was the Theratron apparatus for beam-therapy treatment of cancer, displayed by Atomic Energy of Canada Limited.

explanatory text, the history and geography of Canada, and depicts in general the life of Canadians at work and at play. Featured also are Canada's governmental system, industry and foreign trade, transportation systems, and Canadian participation in world affairs. The last mentioned includes Canada's role in the Commonwealth, in NATO, in the Colombo Plan and in the United Nations Technical Assistance Scheme. Special sections are also included on subjects ranging from the St. Lawrence Seaway to the rapid development of the arts in Canada in recent years.

This "Panorama of Canada Today" was originally designed by the Exhibition Commission for the Department of External Affairs in 1958, and during that year and 1959 was displayed in Los Angeles, San Francisco, Chicago (during the visit of the Queen and the Duke of Edinburgh in July 1959), Springfield, Massachusetts (at the Eastern States Exposition), and in the Cabildo Museum in New Orleans. After the exhibition in Philadelphia closes, the panorama display will be detached from the larger exhibit in the Commercial Museum and put on show first in the Cleveland Park Branch Library in Washington, D.C., and, later in 1961, in the Historical Museum at Detroit, where it will form an integral part of the International Friendship Festival in the neighbouring cities of Detroit,

Michigan, and Windsor, Ontario, which is observed in joint celebration of Canada Day on July 1 and Independence Day on July 4. Negotiations are also proceeding for the display of the panorama exhibit in the new Public Library at Arlington, Virginia, on the completion of that building.

Other Aspects

A list of the other government agencies involved in staging the "Canada Visits Philadelphia" exhibition, together with a brief description of the particular features in the display for which they were responsible, would perhaps prove of interest. The model of the "Downtown Ottawa of the Future", which was previously shown on the experimental pedestrian mall in Ottawa during the summer of 1960, was lent by the National Capital Commission for inclusion in the exhibition in Philadelphia. It was thought that the display of this model would be particularly appropriate in the city generally acknowledged to be in the forefront of civic planning in the United States, and, indeed, during the annual convention of the American Planning Institute in Philadelphia in October 1960, great interest was shown in the National Capital Commission model by the 700 API delegates to this convention, which attracted town planners from all over the North American continent.

AECL Entry

Atomic Energy of Canada Limited was represented in the exhibit by a Theratron. This apparatus, which was not a model but a piece of standard equipment, is used for cancer therapy treatment. The AECL display also included models of the NRX (Nuclear Experimental Reactor) and NPD (Nuclear Power Demonstration Station).

The Design Centre of the National Gallery of Canada showed award-winning objects in the field of industrial design, ranging from furniture and high-fidelity "stereo" equipment to typewriters and toys.

The National Gallery also contributed a didactic display containing a survey of Canadian painting in the twentieth century, the main influences on it and its subsequent development.

National Museum Display

From the National Museum of Canada (a branch of the Department of Northern Affairs and National Resources) were shown examples of Indian and Eskimo artifacts, and contemporary art in Canada was further represented by a collection of fine crafts, including pottery, ceramics, jewellery and fabrics assembled by a private gallery in Toronto on loan from the artists and craftsmen responsible.

The Canadian Government Travel Bureau made available an attractive display on canoe routes in Canada, and the Travel Section of the exhibit was staffed, on a part-time basis, by personnel from individual Canadian transportation companies, who were able to counsel visitors to the Commercial Museum concerning opportunities for vacations in Canada.

Similarly, representatives of the Department of Citizenship and Immigration were on hand to advise enquirers on the opportunities of establishing small businesses in Canada, as well as to answer questions on more general aspects of immigration to Canada. Full-time staffing of the entire exhibit "Canada Visits Philadelphia" was undertaken by information officers from the Canadian Consulate General in New York.

On passing through the entrance rotunda of the Museum, visitors were confronted with five "Fentiman Towers". These triodetic structures of metal made by a firm in Ottawa focussed attention on the giant strides achieved in Canada since the Second World War in the fields of research and industry. The development of industry in Canada in the first half of the century was also graphically depicted by a giant copper and bronze wall map of Canada, which had been a popular feature in the Canadian Pavilion at Brussels in 1958. By passing his hand successively between two photo-electric controls, the visitor was able to illuminate on the map three separate groups of light bulbs in varying colours, representing respectively the chief industrial areas of Canada in 1908, 1928 and 1958.

School Tours

The Commercial Museum maintains very close liaison with the Board of Education in Philadelphia, through which arrangements were made for school classes in the Greater Philadelphia area to be conducted on tours of the exhibit, after which they were shown a short programme of Canadian films furnished by the National Film Board of Canada, followed by a lesson on Canada given by staff teachers of the Museum in classrooms on the premises. Various teaching aids were furnished from Canada to assist this project, including a display of Canadian stamps provided by the Post Office Department and one of Canadian currency lent by the Bank of Canada. Eskimo carvings and other handicraft objects were also used in these instructional periods. The Commercial Museum estimated that, by the close of the exhibition, it would probably have been seen by approximately 17,000 adults and 21,000 children. As the central feature of the exhibition, the "Panorama of Canada Today", was of a definitely educational character, the preponderance of children in the attendance figures is considered very satisfactory.

The planning and realization of this project proved a most interesting exercise in furthering the Canadian information programme abroad, with over a dozen Canadian Government agencies as well as some business concerns contributing to the success of the exhibition by their participation.

Commonwealth Scholarships

THE Commonwealth Education Conference held at Oxford in July 1959 worked out the details of a Commonwealth Scholarship and Fellowship Plan. The Plan envisages that, in due course, 1,000 scholars will be studying under its auspices in different parts of the Commonwealth. Canada undertook to place 250 students from other parts of the Commonwealth in Canadian universities, at a cost of \$1 million a year.

The Commonwealth Scholarship Plan does not duplicate the technical assistance arrangements under which Canada has endeavoured to provide trainees from other countries with the knowledge and special techniques necessary for economic development. Under the Commonwealth Plan, Canada will train people of more general skills and aptitudes whose contribution will range over many fields. Scholarships will be available in the humanities and social sciences, as well as in the natural sciences. Thus these educational exchanges will make the cultures and institutions of all Commonwealth countries better known in other parts of the Commonwealth, and will, therefore, deepen the ties that hold the Commonwealth together by increasing mutual understanding and mutual respect.

Awards Mainly Postgraduate

Under the Plan, awards will normally be made at the postgraduate level for a period of two years, although undergraduate awards are not ruled out. The awards are to be made to persons of high intellectual promise, who may be expected to make a significant contribution to life in their own countries on their return from study overseas. In each Commonwealth country, and in most of the United Kingdom colonies, an agency has been appointed to nominate scholars for awards offered by other countries and to select scholars from nominations submitted by other countries.

The Plan came into operation in a number of countries for the opening of the academic year 1960-61. In Canada a Commonwealth Scholarship and Fellowship Committee was appointed in December 1959 to guide the operation of the plan here. The Chairman of the Committee is Dr. G. F. Curtis, Dean of Law, University of British Columbia, and other members represent universities throughout Canada. Special advisory committees in the various academic fields assist the main committee in assessing the qualifications of candidates. The Committee makes the final selections of candidates for Canadian Commonwealth awards and nominates candidates for awards offered by other Commonwealth countries.

Canadian awards cover the transportation costs, tuition fees and living expenses of the scholars while they are in Canada. Married scholars whose wives accompany them will receive a marriage allowance.

For the first year of operation of the Plan, Canada offered approximately 100

scholarships for competition throughout the Commonwealth and by July 1960 the Canadian Committee had completed its selection of candidates nominated by agencies. There are now studying in Canada 101 scholars from 25 Commonwealth countries and territories as follows:

India	14	Malta	2
United Kingdom	13	Singapore	2
West Indies Federation	9	Malaya	2
Australia	9	Nigeria	2
Pakistan	8	British Guiana	2
Ceylon	5	Mauritius	2
Ghana	5	Tanganyika	1
New Zealand	4	Basutoland	1
South Africa	4	Bermuda	1
Federation of Rhodesia and Nyasaland	4	British Honduras	1
Uganda	4	Fiji	1
Kenya	3	Sierra Leone	1
		Somaliland	1

During the year the Canadian Committee also nominated scholars for awards offered by the United Kingdom and Australia, and received offers of awards from Pakistan, New Zealand, South Africa, Malaya, and Hong Kong and jointly from Kenya, Tanganyika and Uganda. The Committee has sent the notice of Canadian awards for the academic year 1961-62 to the appropriate agencies in Commonwealth countries and territories, and it is expected that a further 125 awards will be made next year, so that in 1961-62 there will be well over 200 Commonwealth scholars studying in Canada.

Enquiries concerning details of awards offered by other Commonwealth countries to Canada should be addressed to Dr. T. H. Matthews, Secretary Canadian Commonwealth Scholarship and Fellowship Committee, 77 Metcalfe Street, Ottawa.

Eleventh Conference on Weights and Measures

A SMALL GROUP of scientists from all parts of the world met in Paris from October 11-20 to take part in the Eleventh General Conference of the International Bureau of Weights and Measures. Canada has been a member of the International Bureau since 1907, and was represented at this year's Conference by a delegation of two—Dr. L. E. Howlett, Director of the Applied Physics Division of the National Research Council, assisted by Mr. G. Bertrand, Second Secretary at the Canadian Embassy in Paris. As a member of the Bureau's International Committee, Dr. Howlett also attended a session of that body, which met during the week preceding the General Conference.

This year's Conference had set itself a number of significant tasks, not the least of which were the revision of the 85-year old Convention setting up the International Bureau, the establishment of a special laboratory to deal with standards of ionizing radiation, and the introduction and adoption of a new international standard for measuring length. This last task was of marked historical importance, since the new standard of measuring length would replace the platinum-iridium meter bar, defined by a previous Conference of the Bureau 71 years ago and accepted throughout most of the world since that time as the basic standard of length.

The International Bureau

In 1875, 20 nations accepted an invitation of the French Government to send delegates to Paris to attend a diplomatic conference concerning standards of length. A proposal to establish an international standardization bureau had been discussed at an earlier international convention in 1872. Before the adjournment of the convention, such a bureau had been practically created. Its duties had been outlined as the custody and comparison of standards, and financial provision had been made for its operation. When formally established by convention in 1875, the International Bureau of Weights and Measures was, therefore, already practically a *fait accompli*. It has remained ever since, in its pavilion near Sèvres in France, not only a safe depository for international standards but a laboratory for the certification of copies.

First Task

The first task of the International Bureau of Weights and Measures was the construction of new standards for the metre and the kilogram. In addition to the international standards to be kept at Sèvres, standards were also constructed for distribution to the nations supporting the Bureau. Since that time the scope of the work of the Bureau has been considerably broadened, and research has been carried on in the fields of electricity, photometry, thermometry and barometry.

An International Conference of Weights and Measures is held, nominally, every six years. Between meetings, the general supervision of the operation of the Bureau is in the hands of an International Committee. The Convention itself specifies the details of membership of the Committee and the Conference, and, of course, prescribes for the maintenance of the Bureau by the signatory nations. Canada has been represented three times on the Committee (MacLennan—1929-36; Field—1951-55; and Howlett—1955-). This year, Dr. Howlett was elected vice-president of the Committee. The president, vice-president and secretary are responsible for the direction of the Bureau between meetings of the Committee.

An Unchanged Convention

Most of the 36 nations that have signed the Convention were represented at this year's Conference. Early in 1960 the International Bureau prepared a number of draft revisions to the Convention for examination by member countries. The Convention was last modified in 1921, and in order to bring its terms of reference up to date, to extend the scope of its operations, and to re-allocate and increase budget contributions accordingly, it seemed advisable to re-examine the present Convention and alter it as appropriate. A considerable number of objections were raised by member countries to the Bureau's proposals and to subsequent amendments suggested. In the end, after prolonged debate by the General Conference, it was not found possible to revise the Convention, and a commission of the International Committee was set up to continue the examination of the problem. Nevertheless, the impasse did not prevent headway from being made on a number of crucial matters involved. Within the terms of the present Convention, it was possible to reach agreement on an increased budget. The budget ceiling was tripled, so that it now stands at 900,000 *francs-or* (approximately \$300,000), and contributions, formerly based on population, were re-allocated, using a United Nations scale with a maximum contribution of 10 per cent and a minimum contribution of 0.5 per cent of the budget. The new budget ceiling will become effective in 1962.

Ionizing Radiation Laboratory

It was also found possible to establish, by Conference resolution, a section of the International Bureau to deal with standards of ionizing radiation. The establishment of a laboratory with qualified personnel working towards the simplification of standards of measurement of ionizing radiation, was particularly timely in view of the world-wide progress in nuclear research and atomic energy. Provision was made for due co-operation with other international agencies and national laboratories dealing with similar matters, and a special and extraordinary budget, effective in 1962, was established to enlarge the present laboratory facilities and provide more equipment for the purpose of undertaking experiments related to this field. On some occasions in the past the general budget has been supplemented

by voluntary contributions. The Ford Foundation, following this tradition, has endowed the International Bureau with a gift of \$32,500, so that an immediate start may be made on a programme of comparison of ionizing radiation measurement standards. The National Research Council will place a recognized expert, C. Garrett, at the disposal of the Bureau so that an early start may be made on this programme. Authority to undertake the measures required for such a programme was given to the International Committee. The measures will be subject to approval at the Twelfth General Conference.

In the light of its new responsibilities, it appeared quite appropriate for the International Bureau to be assigned the task of safeguarding the international standard of radium. This still unofficial standard is the legal property of the Radium Institute of the University of Paris, which agreed to transfer it to the International Bureau. Under the new terms of reference of the Bureau, it is to be presumed that the standard of radium will soon be officially accepted internationally.

The New Standard Meter

One of the highlights of the Conference, especially for the Canadian delegation, was the introduction by Dr. Howlett of a resolution recommending a new international standard for measuring length. Dr. Howlett introduced the resolution in his capacity as chairman of the Advisory Committee for the Definition of the Meter. The resolution was based on recent research in the U.S.A., Russia, Japan, West Germany, France, England and Canada. Canadian scientists, notably Dr. K. M. Baird of the National Research Council, have made important contributions towards compiling evidence for adoption of the new standard. The world's only working apparatus using the new standard for directly measuring linear scales was designed and built at the National Research Council by Dr. Baird. Four different copies of the old standard bar were measured by the instrument and the results convinced the delegates to the General Conference of the value of the new standard.

New Length Standard

The new standard meter is 1,650,763.73 times the chosen wave-length of orange light emitted by the gas krypton 86. It is well over 100 times more precise than the old meter bar. The use of light as a yardstick has been attractive for some time. It was first suggested by J. Babinet in 1827. A hundred years later, in 1927, a relationship was accepted between the physical meter and a red line of cadmium. However, no known light source was entirely suitable as a base for the meter until recent years, when isotopes became available.

One of the advantages of the new standard is that it can be readily and accurately reproduced anywhere in the world by any well-equipped physics laboratory. Unlike the metal bar, it cannot be destroyed, lost, or affected by changes in temperature or pressure. The new standard is available in all countries

and there will be no further need for prolonged comparisons of "standard" bars of metal. The new definition will facilitate accurate linear measurements in many industries. Canada's legal position will not be changed with the introduction of the new standard. Since 1951 the Canadian yard is defined by law as 0.9144 international meter, which makes the inch exactly equal to 25.4 millimeters.

Other Resolutions

A number of other important resolutions were passed during the five sessions of the General Conference. A resolution was adopted ratifying the definition of the second, which was established in 1956 as $1/31,556,925.9747$ of the "tropic" year 1900, the first day of January, 0 to 12 hours. It was also decided that the International Committee should co-operate with other international organizations involved in determining a standard of time based on the transition between two energy levels of an atom or a molecule so that an appropriate resolution could be adopted at the next General Conference.

The Conference also decided to maintain for the time being the Potsdam gravimetric system, but authorized the International Committee to change the system when it considered that the value of this acceleration had been determined with adequate precision. It adopted the name "Système International d'Unités," abbreviated as "SI", for the basic international system of measurement adopted at the Tenth General Conference.

Finally, at its last session, the Conference authorized the International Committee to examine the problems arising from the disparity of 28/millionths existing between the liter and the cubic decimeter, and to negotiate an agreement with the French Government similar to other agreements between France and international organizations respecting a permanent seat in that country for the International Bureau. Reflecting current developments on the world scene, the Conference also invited all newly-formed, independent states to adhere to the Convention.

Canada's representatives were impressed by the degree of amicable co-operation that was evident throughout the deliberations. The scientists present at the Eleventh General Conference appeared extremely happy with its accomplishments, which were considered to be quite substantial. They took time out to give a standing ovation when the resolution of the adoption of a new standard for measuring length was adopted. The historical importance of that moment was obvious to all persons present.

External Affairs in Parliament

Speech from the Throne

The following are the parts of the Throne Speech, delivered on November 17, that dealt with Canada's international relations:

. . . We meet in a world of continued international tension, which has prompted my Government to redouble its efforts to bring about a general acceptance of peaceful means of settling disputes. It has reaffirmed its readiness to co-operate, in the United Nations and elsewhere, in the development of conditions that would lead to the attainment of this goal. My Prime Minister and other representatives of the Government have stated forcefully the views of Canada on these matters and they have received widespread support from the Canadian people.

The Commonwealth

The Commonwealth has continued to demonstrate its vitality. Nigeria was welcomed to full Commonwealth membership at the beginning of last month and additional new members will enter this coming year. Continuing constitutional development in the Commonwealth is likely to be considered at a Prime Ministers' Conference in 1961.

Canada's Disarmament Position

Disarmament under international control is the key to an enduring world peace. My Government has accordingly maintained its unremitting efforts to achieve progress in this field. Until such time as disarmament under effective control can be achieved, however, it is necessary to ask you to maintain well-trained and well-armed Canadian defence forces, adequate to meet Canada's defence obligations. My Ministers will reaffirm Canada's support for the North Atlantic Treaty Organization as a defensive alliance dedicated to maintaining the peace.

International Food Bank

The unanimous approval given by the United Nations to a joint resolution embodying the essence of the Canadian proposal for a United Nations Food Bank is a matter for satisfaction.

Tariff Talks

Important international tariff negotiations began in September in Geneva and will last well into next year; my Ministers have made clear that these negotiations should be used as a means of finding solutions to the current European trade problems in a manner that will not harm the interests of other trading nations. . . .

Columbia River Basin Agreement

. . . You will be requested to approve a number of major projects of national development. The largest of these will be the development of the water power on the Columbia River. Agreement has been reached with the Government of the United States on a plan for the co-operative development of the use of these waters and a treaty will be submitted to you for approval in due course. You will also be asked to take the action necessary to fulfill Canada's part in implementing it

Canada's UN Attitude on Congo

Replying on November 23 to a question in the House of Commons as to the reason for the Canadian abstention from the United Nations vote on the previous day to seat a Congolese delegation, the Secretary of State for External Affairs, Mr. Green, said:

. . . The abstention yesterday by the representatives of Canada at the United Nations means that we are following our policy of deciding what we think is the best policy for Canada and voting and acting accordingly, regardless of what influence may be brought to bear on us by other countries.

The position in this particular case is that Canada is one of the three European and North American countries having troops in the Congo, the other two being Sweden and Ireland. I think there are 18 contingents altogether and the remaining 15 are from Asia and Africa. Each of these 18 countries has a representative on what is called the Advisory Committee on the Congo, which has been meeting quite frequently and dealing with the problems that arise in connection with the United Nations forces in the Congo.

Until yesterday, no one had been seated to represent the Congo at the United Nations, and, in view of our having troops there and being on this Committee, we decided that we would not participate in the disputes with respect to who should represent the Congo in the United Nations. That is the reason we abstained yesterday, and we have also abstained on earlier motions. We abstained on a vote brought about by the countries which were anxious to seat representatives of Prime Minister Lumumba.

That is all that should be taken from the vote yesterday. Sweden and Ireland also abstained, and I think all but a handful of the African and Asian countries which are on this Committee and have forces in the Congo also abstained.



National Defence Photo

On December 5, 1960, the Canadian Minister of Fisheries, Mr. J. Angus Maclean, officially transferred to the Royal Netherlands Navy, under Canada's NATO Mutual Aid Programme, five CS2F-1 "Tracker" aircraft. The planes were accepted on behalf of the Government of the Netherlands by Mr. A. H. J. Lovink, Netherlands Ambassador to Canada. The transfer ceremony took place at the Royal Canadian Navy Air Station at Shearwater near Halifax, Nova Scotia. Among the other representatives of the Netherlands and Canada were Vice-Admiral L. Brouwer, Chief of the Netherlands Naval Staff, and Rear-Admiral K. L. Dyer, Flag Officer Atlantic Coast.

The "Tracker" is a twin-engine anti-submarine aircraft built by De Havilland Aircraft of Canada Limited under licence from the Grumman Aircraft Corporation, U.S.A. In all, 17 of these aircraft will go to the Netherlands under the 1960-61 Canadian Programme of Mutual Aid to member countries of NATO.

Fisheries Minister Maclean is a former RCAF bomber pilot. During the Second World War he was shot down over the Netherlands and, with Dutch help, managed to escape to Gibraltar.

APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. A. M. Nicholson resigned from the Department of External Affairs effective August 1, 1960.
- Mr. G. Ignatieff posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London November 4, 1960.
- Mr. H. H. Carter posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi November 11, 1960.
- Mr. G. R. Paterson appointed to the Department of External Affairs as Canadian Consul General at Los Angeles, effective November 1, 1960. Left Ottawa November 11, 1960.
- Mr. J. W. Graham posted from Ottawa to the Canadian Embassy, Ciudad Trujillo. Left Ottawa November 18, 1960.
- Mr. C. C. Eberts posted from Ottawa to the Office of the High Commissioner for Canada, Karachi. Left Ottawa November 23, 1960.
- Mr. B. Rogers posted from the Canadian Embassy, Ankara, to the Office of the High Commissioner for Canada, London. Arrived London November 24, 1960.

The Department announces with regret the death in Berne, Switzerland, on November 21, 1960, of Mr. Edmond Turcotte, the Canadian Ambassador to Switzerland.

Mr. Turcotte was born in Lowell, Massachusetts, on January 24, 1898. He was educated in Lowell. He entered the field of journalism in 1919, and became Editor-in-Chief of the newspaper *Le Canada* in 1934. Later he served as Deputy Director, Board of Economic Reconstruction of the Province of Quebec, and organizer of the French-language service of the Information Branch, Wartime Prices and Trade Board. Mr. Turcotte was a member of the Canadian delegations to the UNESCO Conferences in London in 1945 and in Paris in 1946. In 1947, he was appointed Canadian Consul General in Chicago; in 1950, Consul General in Caracas, Venezuela; and in 1953, Ambassador to Colombia. In December 1955, Mr. Turcotte was appointed a member of the Royal Commission on Broadcasting. He was appointed Ambassador to Switzerland in 1957. Mr. Turcotte was created Knight of the Legion of Honour, by the French Government, in 1947.

TREATY INFORMATION

Current Action

Multilateral

Corrigendum: On page 799 of "External Affairs" for September 1960, the date was erroneously received and shown as May 17, 1960, for the following Convention:

International Convention for the Safety of Life at Sea, 1960.

Done at London June 17, 1960.

Signed by Canada June 17, 1960.

Bilateral

United States of America

Exchange of Notes between Canada and the United States of America for the renewal of the arrangement of 1942 for the exchange of agricultural labour and machinery.

Ottawa, March 29 and April 5, 1960.

Entered into force April 5, 1960.

Exchange of Notes between Canada and the United States of America extending until December 31, 1960, the arrangements of October 31, 1958, as previously renewed by letters of May 22 and June 1, 1959, concerning the seasonal movement of wood workers.

Ottawa, March 29 and April 5, 1960.

Entered into force April 5, 1960.

Publications

Canada Treaty Series 1951 No. 36. Exchange of Notes between Canada and the United States of America relating to the establishment of a network of seven weather stations in the Pacific Ocean. Signed at Washington June 8 and 22, 1950. In force June 22, 1950.

Canada Treaty Series 1951 No. 37. Exchange of Notes between Canada and the United States of America modifying temporarily the Pacific Ocean weather station programme established on June 22, 1950. Signed at Washington September 25, 1950, and February 16, 1951. In force February 16, 1951.

Canada Treaty Series 1952 No. 32. Exchange of Notes between Canada and the Union of South Africa regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa January 2 and 11, 1952. In force January 11, 1952.

Canada Treaty Series 1952 No. 34. Exchange of Notes between Canada and the Union of South Africa constituting an agreement in regard to the temporary suspension of the margin of preference on wool. Signed at Cape Town February 19 and June 14, 1952. In force April 1, 1952.

Canada Treaty Series 1952 No. 35. Exchange of Notes between Canada and Venezuela renewing for one year the commercial *modus vivendi* of October 11, 1950. Signed at Caracas October 8, 1952. In force October 11, 1952.

Canada Treaty Series 1952 No. 36. Exchange of Notes between Canada and the United States of America regarding the R.C.A.F.-U.S.A.F. re-supply of joint Canadian-U.S.A. Arctic weather stations. Signed at Ottawa October 9 and December 12, 1951, and February 7, 1952. In force February 7, 1952.

- Canada Treaty Series 1953 No. 28.* Exchange of Notes between Canada and Venezuela renewing for one year the commercial *modus vivendi* of October 11, 1950. Signed at Caracas September 30 and October 9, 1953. In force October 11, 1953.
- Canada Treaty Series 1953 No. 29.* Exchange of Notes between Canada and the Union of South Africa regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa December 27, 1952, and February 5, 1953. In force February 5, 1953.
- Canada Treaty Series 1953 No. 30.* Exchange of Notes between Canada and the Union of South Africa constituting an agreement in regard to the suspension of the margin of preference on wool. Signed at Pretoria March 26 and May 6, 1953. In force May 6, 1953.
- Canada Treaty Series 1956 No. 21.* Exchange of Notes between Canada and the Federal Republic of Germany respecting the contract for the purchase of F-86 aircraft and the training of German aircrew in Canada. Signed at Bonn September 17 and December 10, 1956. In force December 10, 1956.
- Canada Treaty Series 1957 No. 14.* Exchange of Notes between the Government of Canada and the Government of Portugal amending paragraphs 3 and 4 of the annex to the Agreement for Air Services between the two countries signed at Lisbon April 25, 1947. Signed at Lisbon April 24 and 30, 1957. In force April 30, 1957.
- Canada Treaty Series 1957 No. 34.* Customs Convention on the Temporary Importation of Private Road Vehicles. Done at New York June 4, 1954. Instrument of accession of Canada deposited June 1, 1955. In force for Canada December 15, 1957.
- Canada Treaty Series 1958 No. 23.* Utilities Claims Settlement Agreement between the Government of the United States of America as Unified Command and on its own behalf and on behalf of certain other Governments and the Governments of the Republic of Korea. Signed at Seoul December 18, 1958. Deemed to have entered into operation, and effect on July 1, 1957.
- Canada Treaty Series 1958 No. 29.* Exchange of Notes between Canada and Portugal amending paragraph 7 of the Annex to the Agreement for Air Services between the two countries signed at Lisbon April 25, 1947. Signed at Lisbon March 5 and 31, 1958. In force March 31, 1958.
- Canada Treaty Series 1958 No. 30.* Exchange of Notes between Canada and Switzerland abrogating the agreement of August 27, 1872, between Great Britain and Switzerland concerning succession duties. Signed at Ottawa March 28 and June 23, 1958. In force September 8, 1958.
- Canada Treaty Series 1958 No. 31.* International Convention for the Prevention of Pollution of the Sea by Oil, 1954. Done at London May 12, 1954. Signed by Canada May 12, 1954. Instrument of acceptance of Canada deposited December 19, 1956. In force for Canada July 26, 1958.
- Canada Treaty Series 1958 No. 33.* Exchange of Notes between Canada and Venezuela renewing for one year from October 11, 1958, the commercial *modus vivendi* of October 11, 1950. Signed at Caracas October 10, 1958. In force October 11, 1958.
- Canada Treaty Series 1959 No. 8.* Exchange of Notes between Canada and the United States of America to amend the agreement of June 4, 1949, for air services. Ottawa April 9, 1959. In force April 9, 1959.
- Canada Treaty Series 1959 No. 9.* Exchange of Notes between Canada and the United States of America concerning the construction and equipment required for the augmentation of communications facilities at Cape Dyer, Baffin Island (Dew East). Ottawa April 13, 1959. Deemed to have taken effect as from January 15, 1959.

- Canada Treaty Series 1959 No. 11.* Protocol amending the International Convention for the regulation of whaling signed at Washington on December 2, 1946. Done at Washington November 19, 1956. Signed by Canada November 30, 1956. Instrument of ratification deposited June 14, 1957. In force for Canada May 4, 1959.
- Canada Treaty Series 1959 No. 12.* Exchange of Notes between the Government of Canada and the Government of United States of America governing the establishment of an integrated communications system to support the ballistic missile early warning system (BMEWS). Ottawa, July 13, 1959. In force July 13, 1959.
- Canada Treaty Series 1959 No. 15.* Exchange of Notes between Canada and Venezuela renewing for one year from October 11, 1959 the commercial *modus vivendi* of October 11, 1950. Caracas, October 10 and 15, 1959. In force October 11, 1959.
- Canada Treaty Series 1959 No. 16.* Agreement between the Government of Canada and the Government of the United States of America for co-operation on the uses of atomic energy for mutual defense purposes. Washington, May 22, 1959. In force July 27, 1959.
- Canada Treaty Series 1959 No. 23.* Convention between the Government of Canada and the Government of the Republic of Finland for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Ottawa, March 28, 1959. Instrument of ratification of Canada deposited December 29, 1959. In force December 29, 1959.

EXTERNAL AFFAIRS

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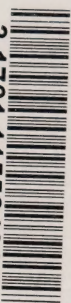
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